DOCUMENT RESUME

ED 300 478 UD 026 452

AUTHOR	Smith, Thomas J.; And Others
TITLE	A Practitioner's Guide: Strategies, Programs, and Resources for Youth Employability Development. Revised Edition.
INSTITUTION	Public/Private Ventures, Philadelphia, PA.
SPONS AGENCY	Mott (C.S.) Foundation, Flint, Mich.
PUB DATE	88
NOTE	94p.
PUB TYPE	Guides - Non-Classroom Use (055)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Cooperative Programs; Coordination; Demonstration Programs; Disadvantaged; Federal Programs; *High Risk Persons; Individual Needs; Job Training; *Labor Force Development; Program Content; *Program Design; Program Development; Program Guides; Unemployment; Vocational Education; Work Experience Programs; *Work Study Programs; *Youth Employment; Youth Problems
IDENTIFIERS	Boston Compact; California Conservation Corps; Comprehensive Competencies Program; High School Academies; Job Corps; Jobs for Youth; JOBSTART; Job Training Partnership Act 1982; STEP Program

ABSTRACT

This guide to youth unemployment problems is based on the belief that a comprehensive system of program initiatives offers the best solutions. The principal focus is on vocationally at-risk youth. The first chapter defines and describes the target group, and outlines needs and appropriate responses. The second section describes the following eight basic service strategies: (1) Basic Skills Enhancement; (2) Alternative Schooling; (3) Work/Study; (4) Job-Readiness Training (JRT); (5) On-the-Job Training; (6) Occupational Training; (7) Residential Training; and (8) Youth Service Corps. Each of the strategies is illustrated by one or two programs, and research reports and current program contacts are listed for obtaining more detailed information. The third section discusses how to develop a system to coordinate service delivery, including organizing partners, establishing structure, and defining tasks and responsibilities. The appendices include key legislation relating to youth employability development; a list of resources for youth employment programs; a guide to identifying who is at risk; and the Job Training Partnership Act (JTPA) performance standards. (FMW)

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A Practitioner's Guide

Strategies, Programs, and Resources for Youth Employability Development

Revised Edition

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A Practitioner's Guide

Strategies, Programs, and
Resources for
Youth Employability Development

Revised Edition 1988

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To achieve that goal, P/PV works with schools, government, employment and training organizations, community-based agencies, foundations and business in a variety of ways:

- We design new strategies to remedy such pressing problems as the high school dropout rate, illiteracy, teenage pregnancy and youth unemployment.
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Public/Private Ventures
399 Market Street
Philadelphia, PA 19106
215/592-9099

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Revised Edition 1988
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Acknowledgements

The principal authors of this revision to *A Practitioner's Guide* are Thomas J. Smith, Mary Moorhouse and Carolyn Trist. The original *Guide,* published in 1984, was written by May Long Pritchard, Carol Thomson and Thomas J. Smith.

The design firm responsible for the original version, Malish & Piven, redesigned the entire book and provided valuable advice on the organization and presentation of the text. Natalie Jaffe, P/PV's director of communications, critiqued and edited the text; Eve Homan copy edited and proofread; Charlotte White processed and reprocessed the text with determination and care.

In rethinking the content and emphases of the *Guide,* P/PV asked for the help of a small group of organizations and people in the youth employment field. Larry Brown of 70001, Inc., Erik Butler and Alan Melchior of the Center for Public Service at Brandeis University, and Don Mathis of the National Youth Employment Coalition offered good guidance and advice, and Don Mathis and Alan Melchior were particularly helpful in identifying program examples for consideration.

The Charles Stewart Mott Foundation provided funds to support this second edition of the *Guide* as well as the 1984 *Guide* on which the revision is based. Public/Private Ventures wishes to thank the Foundation and Jon Blyth particularly for their support.

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Introduction

This is a guide to the youth employment problem, to strategies for addressing the problem successfully and to current programs that are effective. It is designed mainly for the practitioner, though we hope that portions of the text will be of interest to others seeking to learn more about the development of employable young people.

Our principal focus is on "at-risk" youth—that small but significant group of young people whose family backgrounds, inadequate education, lack of workplace experience and other barriers markedly lower the chance to succeed in jobs and careers, and limit growth into productive, engaged citizens.

The *Guide's* approach is based on the belief that a comprehensive *system* of program initiatives offers the best way to serve this needy and challenging group of youth. The system outlined in the *Guide* comprises eight program strategies; the *Guide* describes them, shows how they are related to basic competencies youth need to succeed in the workplace and illustrates them with "live" program examples now in operation across the United States.

We did not intend the *Guide* to be a definitive source of information about either practice or research in the prevention and second-chance fields. Instead, we have been selective in identifying a group of programs that, in our judgment, exemplify the best in practice. We have provided references to important research reports and summaries, and have included information about key national organizations active in the youth employment field.

The *Guide* can be used in different ways, depending on the need. Those who wish to gain an overview of problems, issues and effective approaches should focus most on Chapter 2, particularly the graphic depictions, which summarize key findings about the nation's disadvantaged youth population, and the importance of developing strategies to meet its needs.

Practitioners, after reviewing that chapter, might wish to spend time in Chapter 3, which provides detailed information on strategies and programs, and sources of further information about them; and in Chapter 4, which describes the elements of a coordinated youth employment system; and in Appendix C, which provides greater detail about how to estimate the size and characteristics of local at-risk youth populations.

Thus the *Guide* can serve as a resource for identifying individual programs, strategies and broad issues, and as a starting point for further information-gathering. We hope it will be helpful to newcomers and to experienced practitioners alike, as they seek to understand youth employment problems better, and to take stronger and more effective steps toward solutions.

Framing the Issues

Who Is At Risk?

About 37 million people in the United States today are between the ages of 16 and 24. As they face the critical transition to adulthood, these young people are at very different stages in their education and preparation for entering the labor force. Most will negotiate the transition successfully; they will become employed and productive members of society. But up to one-third of some population groups will fail to overcome the obstacles to making that transition. These youth are therefore "at risk" of facing a life of chronic unemployment, welfare dependency and other social problems. In short, they may be unable to fulfill their potential to lead productive lives.

Although the youth unemployment rate is relatively high—over 10 percent[1]—this single statistic does not accurately reflect the extent of the problems of those most at risk. On one hand, overall unemployment figures are slightly exaggerated by the inherent volatility of the youth workforce. Many young people will experiment with different jobs and lifestyles before they settle into permanent employment.

On the other hand, the rates are much higher than 10 percent for minorities—22.6 percent for black youth, 14.3 percent for Hispanic youth—and for youth from low-income families.[2] Since unemployment rates are distorted by additional factors characteristic of the youth population, a more sensitive measure of at-risk youth—the "inactivity rate"—is often used to count youth who are not in school, or employed, or in the military. These rates are particularly alarming for low-income and minority youth: close to 30 percent for nonwhite males aged 18 to 24; over 40 percent for nonwhite females in the same age group.[3] These youth are specially at risk, since they have become disengaged from the institutions that could lead them to training and employment.

At-risk youth can be further identified as those having any combination of the following characteristics. They may be:

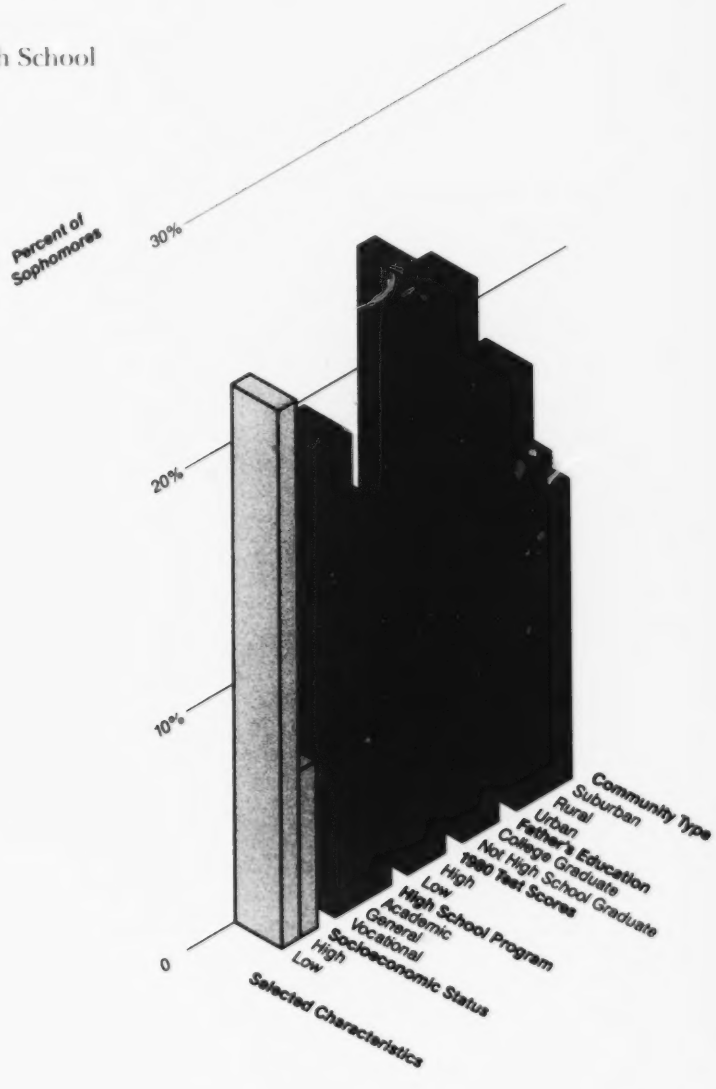
- **Members of low-income or welfare families.** Youth from poverty backgrounds are less likely to be employed if they are in the labor force and less likely to be in the labor force at all.[4] Youth from disadvantaged families have twice the probability of long-term unemployment as youth from families above the poverty line.[5]
- **High school dropouts.** The unemployment rate for dropouts is roughly double the rate for high school graduates.[6] Students from urban schools, low-income families and those scoring poorly on standardized achievement tests are more likely than their peers to drop out. In 1986, the nationwide estimate of the number of ninth graders who would not graduate from high school was 26.7 percent.[7]
- **Lacking basic academic skills.** Clearly, high school dropouts are likely to be deficient in the basic reading, writing and computational skills necessary to get a job or learn a marketable skill. But even students who are still in school—or are graduates—may also be deficient in these essential skills.
- **Teenage parents.** Teenage pregnancy rates remain high. An estimated 109 pregnancies per 1,000 women aged 15 to 19, a total of over one million, occurred in 1984.[10] Teenage parenting remains highly correlated with low educational attainment, unemployment and poverty. Disadvantaged teenage women are three to four times more likely to be unwed mothers, regardless of race.[11]

In one national study of literacy among 21- to 25-year-olds, two-thirds of those sampled were unable to read a menu and compute the amount of change they would receive if they bought two items and left a 10 percent tip.[9]

- **Especially at risk.** For youth with a criminal record or a history of drug and alcohol abuse, the problem of finding and keeping a job will be even greater: employers usually perceive them as presenting an unacceptable risk. During 1984, there were an estimated 625,000 admissions to juvenile detention and correctional facilities.[12] Drug abuse continues to be a major problem, particularly in inner cities, where drug dealing is often a lucrative alternative to employment.

Young people are the population segment most likely to commit a crime and most likely to be arrested; persons under 25 years of age account for two-thirds of all arrests for property crimes and one-half of all arrests for violent crime.[13]

Dropout Rates of 1980 High School Sophomores, Fall 1982[8]



Youth who are at risk for any of the above reasons may also have additional limitations—poor work habits, interpersonal skills and attitudes—that result from a lack of exposure to the world of work. They may not know how to go about finding a job or who can help them do so.

The consequences of a youth population at risk are severe, both for youth themselves and for society. For the individual, the consequences may be a lifetime of employment difficulties, poverty-level income, disengagement from society or even prison. For society, the costs are reflected in unemployment and welfare payments, lost wages and tax revenues, juvenile incarceration, victimization and a shortage of qualified entry-level workers.

The total cost for operating and staffing public juvenile correctional facilities in 1984 was over $1.8 billion.[14] The State of Michigan's youth unemployment problem cost state taxpayers close to $100 million in 1980.[15]

The problem of at-risk youth also affects the nation's economy. The total youth population is shrinking, from 43 million in 1980 to an estimated 34 million by 1996.[16] This represents a decrease of 21 percent, a decrease that will have a major impact on the number of qualified entry-level workers joining the workforce in the future.

While the proportion of youth in the population is diminishing, the share of minority and immigrant youth is increasing, due to higher birth rates among minorities and to net immigration. Only 15 percent of new entrants into the labor force over the next 13 years will be native white males.[19] In consideration of the changing composition of the workforce, it is clear that the problems facing minority and disadvantaged youth will become increasingly significant to the nation's economy.

"If current demographic and economic trends continue, American business will have to hire a million workers a year who can't read, write or count. Teaching them how and absorbing the lost productivity while they're learning, will cost industry $25 billion a year for as long as it takes."[17]
David T. Kearns
CEO, Xerox Corp.

Given a smaller pool of potential workers, the need to incorporate all youth into the workforce and ensure that they have adequate education, skills and training is becoming urgent. As the economy itself continues to change, the overall skill level required even for entry-level positions is rising.

Although the expanding service sector will continue to create low-skill jobs, this work holds little potential for career advancement. More and more jobs will demand not only basic skills but also problem-solving, analytical and communication skills as well.[20] Yet the recent National Assessment of Educational Progress found that among 21- to 25-year-olds, an alarmingly high percentage lacked even the most basic skills essential for employment.[21]

"New York Telephone had to test 57,000 applicants for entry-level jobs before finding 2,000 who qualified."[18]
Dan Walsh
President,
The Business Council of New York State

For minorities and disadvantaged youth, demographic and economic changes in the nation as it approaches the year 2000 represent both risk and opportunity.[22] Employers will be more willing to hire youth as their share in the labor force is reduced, but many barriers remain in the form of inadequate schooling, few training opportunities and negative cultural attitudes. Blacks and Hispanics are overrepresented in declining occupations and are concentrated in a few urban areas with the highest incidence of the social and economic problems that beset disadvantaged youth.

Although there is no quick and easy solution to the extensive and well-entrenched problems of at-risk youth, we have begun to learn important principles for reducing these costs to society. It remains to put these principles into widespread practice.

Needs and Response

The late 1970s witnessed a major set of initiatives designed to address the education, training and employment needs of the nation's at-risk youth. These "demonstration" efforts and the research they produced showed us much about the needs of the population, and about what is required to develop an effective array of programs.

Youth's needs, first of all, are diverse, and no single program approach can reduce or eliminate them all. As we outline below, youth's needs vary by age and, particularly for disadvantaged youth, by the types and combinations of problems they face. Finally, communities will vary in the characteristics of their youth populations and the kinds of programs that will best serve them.

Thus an *array* of programs, capable of addressing the full range of youth deficiencies in each community, is the strongest approach. Such an array should, ideally, be available in a framework that is flexible and adaptable enough to respond to the individual needs of youth. Its design should reflect the knowledge, experience and research that has been accumulated over some 20 years. Above all, as we describe later in the *Guide*, youth programs in each community should be made into a coherent whole—a system.

Our knowledge and experience show that the youth employment problem is not intractable. It is a challenge, but one that can be met successfully if we take what we know and put it carefully into practice.

We know, first of all, that most young people go through a common sequence in developing the skills and knowledge they need to function in the workplace. In their early schooling—through middle school and early high school—the emphasis is on mastery of basic skills. Then, as young teenagers, they learn, often through trial and error, how to find a job.

Through part-time work, they gain experience in the workplace and the maturity to meet its expectations. They also begin to build some sense of what they want to be doing in the long term and, through longer stints in full-time work, gradually settle into a career. Numerous studies have found, in fact, that vocational goals and plans become increasingly stable and realistic with age.

Figure 1 displays these stages more clearly, in terms of four *competencies* that youth must attain, usually in the sequence shown, to become effective members of the workforce. These competencies are:

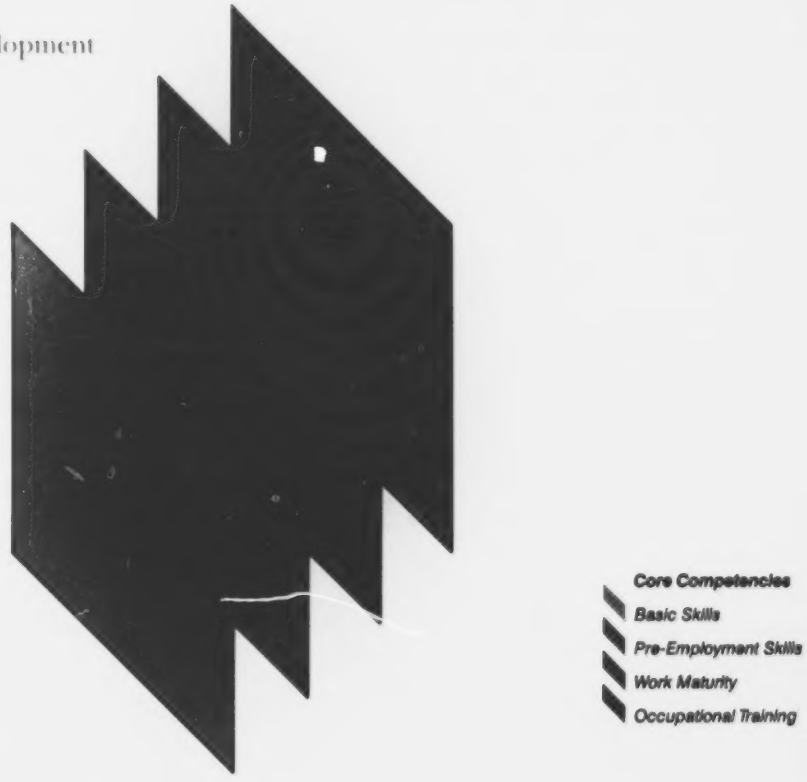
1. **Basic skills:** the reading, writing, computational and speaking skills necessary to function in a work setting.
2. **Pre-employment skills:** the techniques for finding a suitable job—taking part in an interview, filling out a job application and communicating their skills to a potential employer.
3. **Work maturity:** knowledge of the behavior expected in the workplace, and the skills needed to meet workplace demands.
4. **Occupational training:** acquisition of the specific skills and knowledge needed for a particular trade or field of work.

Most youth, with occasional starts and stops, attain these competencies in approximately the sequence shown above.

For disadvantaged youth, the pattern is far different. Often they will fail to move through the typical stages of employability development. For many, schooling fails to instill the requisite basic skills. Lacking knowledge of the workplace or networks of adult contacts, they do not learn how to find a job or present themselves to employers. They may miss the common adolescent experience of part-time work, and thus gain little exposure to the demands of holding a job. Thus, they are poorly equipped to start careers, and are unlikely to benefit from intensive occupation-specific training. They reach working age with substantial deficiencies, are prime candidates for long-term joblessness, and stand at risk of lifelong employment problems.

Figure 1

Stages of Youth Employability Development



Research and experience have identified an array of program *strategies* aimed at meeting their needs. These programs provide avenues for disadvantaged youth to strengthen or attain the four basic competencies, and thus enhance their chances to make a successful transition to the workplace.

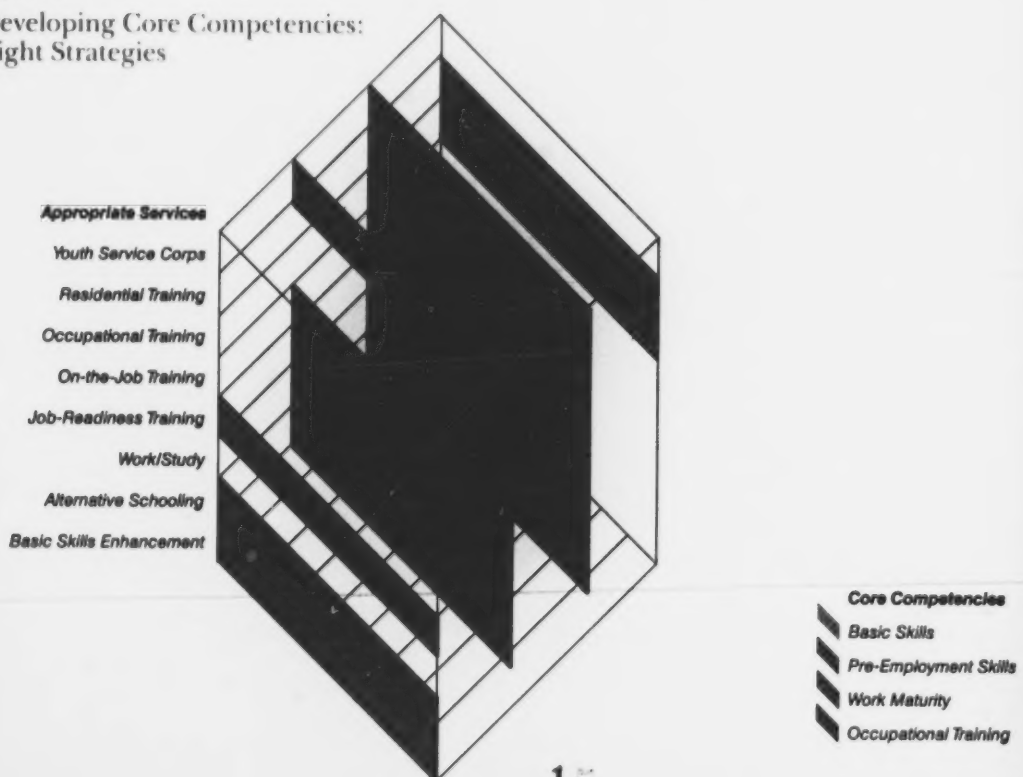
Though there are a wide variety of programs, incorporating different features and emphases, they can be summarized simply as eight strategies:

1. Basic skills enhancement
2. Alternative schooling
3. Work/study
4. Job-readiness training
5. On-the-job training
6. Occupational training
7. Residential training
8. Youth service corps

Each strategy focuses on only a small number of needs that disadvantaged youth may have. No one strategy will address them all. Thus Figure 2 shows the relationship of the eight strategies to the four competencies shown in Figure 1. Youth whose primary needs are for basic skills might, depending on their specific problems, be best served by basic skills or alternative schooling

Figure 2

Developing Core Competencies: Eight Strategies



programs. Youth with adequate schooling but little or no work experience might benefit from pre-employment programs; better prepared youth, in turn, might need on-the-job or occupational training.

In addition, these program strategies are geared to youth at specific age ranges. Figure 3 displays this relationship. It suggests that younger youth will derive most benefit from education-centered programs, and older youth, in many cases, from programs that are centered on work and the attainment of workplace-related skills.

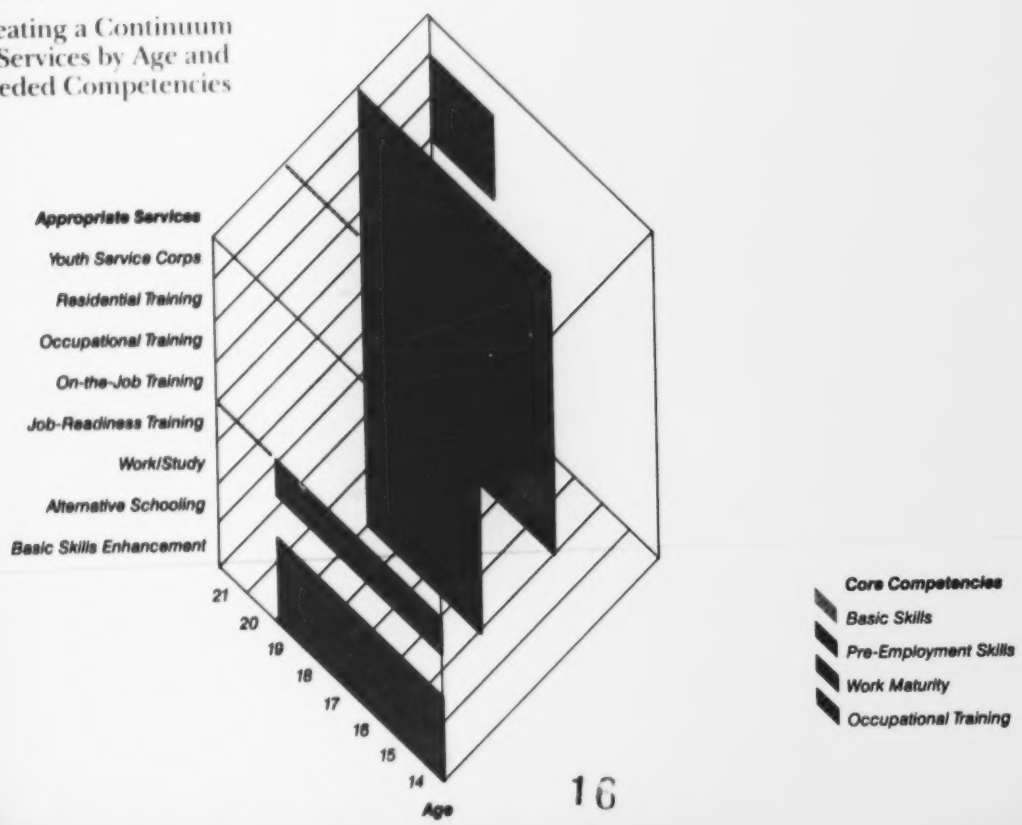
Combining all these elements and making sound choices about which programs best serve which youth are the keys to successful employability development initiatives. Figure 4 presents one ideal framework for such initiatives. It reflects both issues of age and need, and shows how specific program selections are related to the basic competencies shown in Figure 1.

Many other equally sound frameworks might be shown. The youth practitioner will need to take into account the characteristics of the local youth population, its most urgent needs, and the existing array of programs to meet them. The framework of strategies described here can therefore be used as a guide to selecting, designing and modifying programs to best serve the unique needs of a locality's at-risk population.

The next section of the *Guide* provides greater detail on each of these strategies and provides examples that show how they have been effectively implemented.

Figure 3

Creating a Continuum of Services by Age and Needed Competencies



Matching Services to Needs *Figure 4*

Target Group	*Appropriate Services*
Competency: Basic Skills, Age: 14–19	
In-school, potential dropouts (grades 8–10)	Basic Skills Enhancement
In-school, potential dropouts (grades 9–12)	Alternative Schooling
Dropouts, unemployed	Residential Training
Competency: Pre-Employment Skills, Age: 16–19	
In-school, potential dropouts	Alternative Schooling Work/Study
Dropouts, unemployed	Residential Training Job-Readiness Training Youth Service Corps
Competency: Work Maturity, Age: 16–21	
In-school, potential dropouts	Alternative Schooling Work/Study
Dropouts, unemployed	Residential Training Job-Readiness Training Youth Service Corps
Older youth, unemployed	On-the-Job Training Occupational Training Youth Service Corps
Competency: Occupational Training, Age: 19–21	
Older youth, unemployed	On-the-Job Training Occupational Training

Strategies and Programs

This section describes the eight service strategies that form the heart of a sound and effective youth-serving system. For each strategy, a broad description of aims, key features, recommended target groups and administrative issues is presented. The description also provides some indications of program effectiveness.

Each of the strategies is illustrated with one or two programs that show how a particular strategy has been implemented. Research reports and current program contacts are listed for practitioners who want to get more detailed information about particular programs.

Strategy 1: Basic Skills Enhancement

Target Group
14- to 16-year-olds, in school, performing well below the "norm."

Rationale

The critical importance of basic skills—the ability to read, write, communicate and compute—cannot be overstated. Those who have obtained these skills are more likely than those without them to complete high school, enter and complete postsecondary schooling or training, work, earn good wages and be productive workers.[23] In the not too distant past, those without basic skills could achieve a comfortable level of economic self-sufficiency, often in manufacturing or forming. Over the next 10 to 15 years, it is projected that for the first time in history the majority of jobs will require postsecondary education.[24] The ability to perform fundamental reading and writing tasks is essential in obtaining even an entry-level position.

The absence of basic skills severely limits the mastering of occupational skills, and is a major barrier to gainful employment. In addition, there has been some evidence that problems related to youth joblessness, dropping out of school and teenage pregnancy are intertwined with basic skills deficiencies. This is not to say that these deficiencies are the cause of these problems, but programs aimed at addressing these problems cannot ignore the need for basic skills training.

Enhancing basic skills requires remedial instruction in reading, writing, speaking and mathematics. Much remediation has been done over the years at the elementary level; only in the past few years have we seen a major expansion of this instruction at the secondary level and in second-chance community programs. Introducing remediation earlier is a response both to recent studies, which have documented major deficiencies among high school students, and to the fact that employers have found it necessary to increase basic skills training for new entrants.

The use of computer-assisted instruction (CAI) in sound remedial education programs has the capacity to enhance learning gains that participants attain. The Comprehensive Competencies Program (CCP) is an example of effective implementation of CAI. **See page 22.**

As "add-ons" to the normal curriculum by specialist teachers, or as stand-alone programs for older youth, these programs may have only limited success. Research suggests that basic skills enhancement programs can improve the achievement of at-risk youth, especially if integrated into a broader services plan or curriculum.[25]

Strategy Elements

Successful and effective enhancement of basic skills requires the following:

- Sound assessment of student needs.
- Intensive individualized instruction; computer-assisted instruction (CAI) might be considered, since it is self-instructing and -pacing.
- Well-planned and well-developed curriculum.
- A variety of teaching techniques; for example, CAI should not be used alone but be supported by teacher instruction and supplemental materials.
- Flexible and committed staff who have positive attitudes about their students' potential.
- Active parent participation, if feasible, to support and reinforce; many parents may also have their own remedial needs.
- Immediate feedback to students; if provided by CAI, feedback should be supported by teacher interaction and review.

Programming Options

Basic skills enhancement can be delivered in school or non-school settings but, as noted before, should be in combination with other educational or training curriculums. For at-risk youth, it is especially important to link basic skills with other activities, building and supporting the correlation of basic education with students' overall employability plans.

Costs

An intensive school year program may cost between $1500 and $2000 per student over the normal school system educational expense. Costs for shorter interventions are more difficult to calculate. Comprehensive Competencies Program (CCP) costs average $15 per instructional hour. Summer Training and Employment (STEP) costs average $6.40 per instructional hour. For all programs, development and start-up costs will increase the overall expense.

Program Examples

- STAR (Strategies and Techniques for Advancement in Reading)
- Comprehensive Competencies Programs (CCP)
- Summer Training and Education Program (STEP)

Strategies and Techniques for Advancement in Reading (STAR)

Strategy 1 Program Example

Target Group
At-risk students who have left or have been required to leave a New York City high school and who are reading below the seventh-grade level.

Numbers Served
175 students per year.

Costs
Approximately $1,715 per student for personnel and material costs, in addition to the regular New York City school system cost per student.

The Department of Labor is currently funding replication of High School Redirection in seven cities: Cincinnati, Denver, Detroit, Los Angeles, Newark (NJ), Stockton (CA), and Wichita (KS).

Overview
STAR is an intensive program for achieving basic literacy in 16- to 21-year-old students who are reading at an elementary school level. About 30 percent of its students are certified as learning disabled. The program is located within High School Redirection, a New York City alternative school for students who have not succeeded in the city's larger comprehensive or vocational schools, or who have a history of truancy. The average length of stay is two years, but some students stay as long as four years.

Program Components
- Students are assigned to one of five classes according to their performance on a series of placement tests. The reading level in each classroom is relatively homogeneous. Students spend at least five periods of the school day in these classes.
- One teacher and two paraprofessionals work with each group, integrating a sequence of instructional materials to fit the particular needs of the students.
- Three resource centers are available and an integral part of the STAR program.
- The program strives to integrate guidance and academic subjects through a variety of techniques, with the conviction that learning how to read is not simply a cognitive challenge but also includes social and psychological factors.
- Additional barriers that prevent students from staying in school are addressed. For example, two day care centers are located in High School Redirection, making it possible for young mothers to return to school.

Performance
- Students progress in their reading ability at a rate of from two to four grade levels per year.
- The retention rate is 70 percent, higher than the New York City rate.
- The attendance rate is approximately 75 percent, well above the New York City average.

Administration
STAR is a school within a school, located inside High School Redirection. The principal of High School Redirection is responsible for overseeing the program. STAR is administered by a program director and staffed by six teachers and nine paraprofessionals.

Funding
All program funding comes from the New York City Board of Education and is part of the budget for High School Redirection.

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Sarnoff, Lynda. *STAR: Strategies and Techniques for Advancement in Reading.* May 1983.

Youth Literacy Task Force. *Literacy and New York City's High School Aged Youth: Final Report.* New York City Board of Education, January 1982.

Contact
Elaine Ziccone
STAR Program Director
High School Redirection
226 Bristol Street
Brooklyn, NY 11212
718.498.2605

Comprehensive Competencies Program (CCP)

Strategy 1
Program Example

Target Population
Very broad, appropriate for in- or out-of-school learners in need of remedial to more advanced instruction.

Numbers Served
The number of CCP Learning Centers totaled 270 in May 1988; learning centers have a capacity ranging from 35 to 60 students at a given time.

Costs
Investment for hardware, courseware and supplies averaged $50,000 per learning center in 1986. Average cost per instructional hour is $15.

Overview
The Comprehensive Competencies Program is an individualized, competency-based and computer-assisted instructional system developed in 1983 by U.S. Basics, Inc. The system is designed to be implemented in diverse settings, ranging from schools and job training programs to community organizations and correctional facilities. CCP Learning Centers are equipped with a variety of print, audiovisual materials and computer-assisted instructional courseware.

The system is designed according to a hierarchical framework of competency objectives ranging from elementary reading and arithmetic through high school and introductory college level mathematics, science, humanities and writing. It also incorporates functional competencies and life skills, including looking for and keeping jobs, consumer skills, citizenship, health and community participation.

Program Components
Learning is self-directed, allowing teachers to work with a diverse group of students. Assignments, testing and record-keeping are integrated into the system, leaving maximum time for one-on-one instruction where necessary. Each CCP Learning Center provides the following elements:

- Diagnoses of learner needs
- Individualized instruction
- Competency-based education
- Self-directed learning
- Positive reinforcement
- Accountability
- One-to-one attention from teachers in a supportive environment
- Work and training linkages

Performance
According to the first quarter 1986 assessment, nearly one-fourth of CCP terminees acquired a high school diploma or earned academic credit through the CCP program. One in 10 acquired a GED prior to termination.

U.S. Basics reports benefits in excess of two grades per 100 hours of instruction in both reading and math.

Administration
CCP Learning Centers operate as franchises. Each center must be approved by U.S. Basics and sign a use agreement. All necessary materials to set up a learning center are available from U.S. Basics. U.S. Basics also provides initial training for staff and ongoing support services to ensure effective use. CCP Learning Centers are linked through the CCP Users Network and receive quarterly CCP User Bulletins and Updates.

Funding
CCP Learning Centers are funded independently and purchase the courseware from U.S. Basics. CCP costs are generally higher than other basic skill instruction systems, averaging $13 per instructional hour in 1986. This cost includes an amortization of the capital equipment investment.

References
U.S. Basics. *The Comprehensive Competencies Program: A Summary.* Second Quarter 1986 updated. Washington, DC: U.S. Basics, July 1986.

Contact
U.S. Basics
Services Office
The United States Basic Skills Investment Corporation
1512 16th Street NW
Washington, DC 20036
202.667.6093

Summer Training and Education Program (STEP)

Strategy 1
Program Example

Target Group:
Dropout-prone 14- and 15-year-olds.

Numbers Served
Approximately 450 students at each of five demonstration sites.

Costs
$572 per enrollee for each summer (in addition to the costs of the Summer Youth Employment and Training Program) and $310 per enrollee for the school-year component.

Overview
STEP is a program model that uses JTPA Title II-B, the Summer Youth Employment and Training Program (SYETP), to help dropout-prone 14- and 15-year-olds stay in high school. It aims to give disadvantaged youth a better chance to succeed in school, avoid pregnancy and graduate by offering a combination of work, remedial education and life skills instruction in the summer, and counseling during the school year.

Program Components
STEP offers three activities during two consecutive summers and one during the intervening school year.

- *Remediation:* 90 hours of group and individually paced learning in reading and math.
- *Life Skills and Opportunities (LSO):* 18 hours of instruction in decision-making with regard to responsible social and sexual behavior.
- *Work experience:* at least 80 hours of part-time work provided by the local summer youth jobs program.
- *School-Year Support (SYS):* regular contacts with mentors/counselors who refer to needed services, arrange tutoring, monitor their school attendance and encourage them to maintain the progress made in the first summer.

Performance
The STEP demonstration project has been under way since 1985. Research conducted so far on 2,250 STEP youth and 2,250 control youth (SYETP only) shows that STEP can significantly boost a youth's academic competence, for a relatively modest cost. Control youth's math and reading scores slip dramatically during the two-month summer vacation, while STEP youth show gains in both reading and math.

Administration
The STEP model is implemented by a variety of public agencies working together. Employment and training agencies, school systems and community organizations collaborated successfully during the demonstration phase. Operational arrangements are flexible. The program can be operated in one or several neighborhoods, in an entire city or in an area as large as a county.

Funding
The STEP demonstration and research is funded by grants from the Ford Foundation, five other foundations and two federal departments. Public/Private Ventures has been funded by the Department of Labor and others to help states and localities develop their own STEP programs.

References

Sipe, Cynthia, Jean Grossman and Julita Milliner. *Summer Training and Education Program: Report on the 1986 Experience*. Philadelphia: Public/Private Ventures, April 1987.

Contact

Jerome L. Kolker
Public/Private Ventures
399 Market Street
Philadelphia, PA 19106
215.592.9099

Strategy 2: Alternative Schooling

Target Group
16- to 19-year-olds, in school but with strong potential for dropping out.

Rationale

Alternative schooling provides an option for acquiring academic credentials and skills training for youth who are unable to "make it" in the traditional school setting. These youth will likely have some of the "at-risk" characteristics described previously; they will demonstrate poor performance in their studies and, frequently, discipline problems. Participation in traditional work/study or vocational training programs may not be an option for these youth, even if they are interested, because they are not job ready or programs have limited enrollment. These students' difficulties include their inability to cope with the traditional school environment and the curriculum. Many simply drop out of school, to be caught later in the net of community or other out of school educational programs. Unfortunately, this second-chance opportunity often happens only after a period of negative experiences in the labor market or "on the street."

Alternative schooling has often proven to be an effective way to not only retain these at-risk students in school but improve their academic performance as well. It also serves as a vehicle to attract dropouts back into the educational system. Alternative schools offer specialized instruction, an academic curriculum combined with vocational experience, and an environment different from the traditional school setting. The employment preparation component may include job-readiness, on-site vocational exploration or "job shadowing," skills training and some part-time employment opportunities, usually for older youth.

Strategy Elements

Although they vary in format, effective alternative schools share common features:

- Flexible and integrated academic and vocational curricula that emphasize the importance of school in preparing youth for later life.
- Promotion of the program as an opportunity to obtain academic and employability skills in a different school environment, not as a "last chance" program to stay in school.
- Competency-based, self-paced, individual and small group instruction and programs with clear, quantifiable objectives.
- The fostering of student responsibility and expectations for his/her own learning, with an active role by students in setting their own goals.
- Strong support from school administrators at all levels, and faculty who recognize the need for non-traditional approaches to teaching.
- An environment distinct from the traditional school setting.
- Capable, flexible and supportive instructors who serve as counselors and motivators, as well as role models.
- Strict standards of discipline and performance, clearly understood by students and reinforced by instructors.
- A network of employers willing to contribute facilities, equipment and work experience, and advice on curriculum, training and management.
- An advisory group or board of employers, school personnel, and community members to support the operation and expansion of a successful alternative school model.

Programming Options
The structure of alternative schools can vary greatly. Some are self-contained, while others are schools within schools; some are operated in whole or part by community groups or business and industry. Often, funds from outside the school system provide support. One of the Cities-In-Schools models provides for academic and vocational experiences and for part-time jobs within a local business (see Rich's Academy program description). This is a model school/business partnership supported by school district and private funds.

Costs
Because of the wide variety in the design of specific schools and programs, costs will vary. Generally, however, the intensity of instruction and range of services raise the per pupil cost to about 1.5 times that of a regular school.[26] A lower student-teacher ratio, varied supplies and materials, and many support services contribute to the expense.

Program Examples
- Philadelphia High School Academies
- Rich's Academy
- Project COFFEE

Philadelphia High School Academies

Strategy 2
Program Example

Target Group
High school students in grades nine through 12 who have test scores that rank between the 20th and 50th percentile, and good attendance records.

Numbers Served
1,200 students in 1986.

Costs
Annual incremental cost per student is $588.

Overview
The Philadelphia High School Academies are four-year vocational preparation programs organized by a partnership effort of business, labor, community organizations and the Philadelphia Public Schools. Each academy functions as a school-within-a-school and seeks to serve vocationally at-risk youth by linking academic skills, vocational training and the prospect of employment for graduates. They offer students comprehensive required curricula, job maturity development, paid work experience and close teacher supervision.

Program Components
Each academy concentrates on a distinct vocational area:

- The Academy of Applied Electrical Science
- The Philadelphia Business Academy
- The Academy of Automotive and Mechanical Sciences
- The Philadelphia Health Academy

Students take both academic and vocational courses. The particular vocational area of each academy is stressed through relevant illustrations in academic instruction. Academy teachers generally teach only academy students and are therefore able to develop a close relationship with students over time. Business involvement gives students hands-on work experience, practice interviews, and summer and part-time work/study jobs. Businesses also give funding and advisory support.

Performance
Academies report high average daily attendance, exceptionally low dropout rates and high postgraduation employment rates.

Administration
Each academy is a separately incorporated nonprofit organization, as is the larger umbrella organization —the Philadelphia High School Academies Association (PHSAA). The PHSAA and its board of directors work with the academies to set policies and develop expansion plans. Individual academies are governed by separate boards of directors, which include representatives from the school district and local businesses. The boards provide advisory panels and curriculum review teams; most companies represented are financial supporters of the academies' program.

Funding
Instructional costs are covered by the school district. Supplementary teaching costs are paid by private sector donations and administrative costs by private corporate contributions and in-kind donations. Students' wages are paid by participating businesses and are often subsidized.

References
McMullan, Bernard J., et al. *Allies in Education: Schools and Businesses Working Together for At-Risk Youth.* Philadelphia: Public/Private Ventures, September 1987.

Contact
Ms. Barbara Goldsmith
Division of Career Education
School District of Philadelphia
734 Schuylkill Avenue
Philadelphia, PA 19146
215.875.3800

Rich's Academy

Strategy 2
Program Example

Target Group
16- to 19-year-olds, recent dropouts or in-school students with strong potential for dropping out or recent dropouts.

Numbers Served
Between 100 and 125 students per year.

Costs
$2,500-$3,000 per student per year.

Overview

Rich's Academy is one of four alternative schools operated in Atlanta, Georgia, by Exodus, Inc., a nonprofit corporation that is a part of the national Cities-In-Schools (CIS) programs. The academy was established in 1983-84 in a downtown department store, when the president of Rich's Inc., expressed an interest in helping disadvantaged young people. The goals of the academy are to provide accredited alternative education opportunities for high school dropouts and dropout-prone youth, while serving as a model and laboratory to test new projects and ideas that will help to provide solutions to the dropout problem.

Located on the sixth floor of the department store, the Academy offers academic instruction in basic English, math, and social studies as prescribed in the curriculum of the Atlanta Public Schools. In addition, students take their choice of elective courses in computer science, public speaking, family living, career education or performing arts. Based on the CIS model, students receive support services, as needed, from the city and Fulton County social services network. Job placement assistance is provided for students who need it, though this is not encouraged. Rich's store itself provides employment opportunities for students.

The Rich's Academy model stresses a "family" environment, focusing on increasing self-esteem and confidence, and offering ongoing reinforcement and support services to overcome academic and personal barriers to success. Students in the Academy are primarily from poor and minority backgrounds, and 10 to 15 percent have children. The average age of Academy students is 16.

Program Components

- In-school students are formally referred to the Academy from high schools throughout the city by various school officials, while dropouts are often referred through probation offices, social services or youth agencies. The most common methods of recruitment, however, are word-of-mouth by students and/or parents talking to other parents about their child's experience.
- Criteria for referral and acceptance of in-school students include (1) poor academic performance, (2) poor attendance, (3) behavioral problems and (4) a poor home situation that calls for more services than the traditional school can provide.
- Students do not enter at a grade level, but are assigned to one of three levels of academic instruction in each core subject area based on initial diagnostic assessment.
- Students are assigned to a "family," their homeroom group, where they are involved in counseling and group discussion at the start of each day. Staff visits all students' homes.
- A social services coordinator helps students get needed support services through the city or county. An employment coordinator, housed in the Exodus, Inc. office, provides job placement assistance and career education.
- The Academy is affiliated with a high school where students may become involved with traditional extracurricular activities, e.g., sports, band, ROTC.

Performance
Of the 592 students enrolled in the four Exodus Academy programs during the 1986-87 school year, 70 percent were considered successful. They either returned to the Academy the following year, returned to the traditional public school or another special program, received an Alternative Public School diploma or obtained employment and withdrew. The remaining 30 percent dropped out during the school year.

Administration
Rich's Academy is administered by Exodus, Inc., the precursor of the national Cities-In-Schools program. The academy teachers are employees of the Atlanta Public Schools. The academy director, who is an Exodus employee, interviews all teachers, ensuring that they have the needed flexibility to work with these students and are willing to take on the added responsibilities of counseling and home visits. All non-teaching staff of the academy are employees of Exodus.

Funding
The Rich's Academy annual budget is approximately $400,000, which is a part of the overall $1.7 million that Exodus receives to run all four academy programs. Of this total, the schools pay for the instructional component, including teachers, student transportation, most educational supplies and lunches. This is estimated to be $841,250 or 48.7 percent of the total cost. Rich's department store provides space, utilities and assumes all telephone charges of Rich's Academy. The remaining funds are supplied by major fundraising activities of Exodus, Inc. that reach several hundred contributors.

References
Orr, Margaret T. *What to Do About Youth Dropouts.* New York: Structured Employment/Economic Development Corporation (SEEDCO), 1987.

A Strategy to Transform Schools and Social Services Systems for At-Risk Youth. Washington, DC: Cities-In-Schools, Inc., August 1986.

Contact
Neil Shorthouse, Executive Director
Exodus, Inc.
1011 West Peachtree Street, NE
Atlanta, GA 30309
404.873.3979

Project Coffee

Strategy 2
Program Example

Target Group
Potential dropouts, eighth to 12th grade

Numbers Served
120 students.

Costs
$3,500 average cost per student.

Overview
Project COFFEE is an integrated alternative training program that specializes in dropout prevention and reconnecting dropouts with education. COFFEE, which stands for Cooperative Federation for Educational Experiences, was established in 1979 in Oxford, Massachusetts. It now serves students from 18 regional high schools who have a history of truancy, academic failure, family problems and social misconduct. In 1980, the project formed a partnership with Digital Equipment Corporation's Educational Services, which provides curriculum materials, staff training, consultation and job training experiences for students.

Program Components:
- *Basic skills education:* individually paced programs with computer-assisted instruction.
- *Occupational training:* five training programs—computer maintenance, word processing, horticulture/agriculture, distributive education and building/grounds maintenance—provide a realistic work environment with hands-on training; several are operated by the students as small businesses.
- *Counseling:* group and individual, in the areas of general support, crisis intervention and meeting the special needs of pregnant and parenting teens.
- *Life-coping skills:* prepares students in the areas of decision-making, interpersonal skills, communication and conflict resolution.
- *Pre-employment training:* instruction in resume writing, job search techniques and interviewing.
- *Physical education:* emphasizing sense of accomplishment and group cooperation through recreational activities.

Performance
Student attendance has improved and significant gains have been made in reading and math. Post-program results indicate that:
- 85 percent of students graduate.
- 70 percent of graduates are employed.
- 49 percent of graduates are employed in jobs related to their occupational training.

Administration
Project COFFEE operates as a separate school with the support of the Oxford Public Schools. It is administered by a project director and has a staff of six academic teachers, six occupational training teachers, one full-time counselor and four instructional aides, all of whom are accountable to the superintendent of the Oxford Public Schools. The program also has an advisory board of nine representatives of local labor, business, industry, higher education and community organizations. COFFEE maintains a partnership with a number of local corporations, though Digital Equipment Corporation (DEC) continues to be the major actor.

Funding
Each school district pays the full cost including transportation for each student placed in the program. The majority of funds come from local school district appropriations, but several districts use federal special-education funds.

References
Driscoll, Dr. Francis G. *Project COFFEE: Cooperative Federation for Educational Experiences*. Submission prepared for the Joint Dissemination Review Panel. U.S. Department of Education, National Institute of Education. June 17, 1986.

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U.S. General Accounting Office. *School Dropouts: Survey of Local Programs*. GAO/HRD-87-108. Washington, DC: GAO, July 1987.

Contact
Jan McTiernan, Coordinator
French River Education Center
Project COFFEE
P.O. Box 476
North Oxford, MA 01537
617.987.1626
617.987.1627

Strategy 3: Work/Study

Target Group
16- to 19-year-olds, in school but with strong potential for dropping out; out of school.

Rationale

The best way to learn how to work is to work. Exposure to career awareness and work-related curricula and actual work experience provides youth with a clearer understanding of the connection between academic studies and the "work world." Unfortunately, many youth leave high school with little or no work experience. Most in-school programs that offer hands-on knowledge of the workplace have not traditionally included adequate services for at-risk youth. However, the Carl D. Perkins Vocational Education Act of 1984 sets out specific mandates regarding services to the disadvantaged, and strengthens the capacity of community-based organizations to serve this population. More on this Act is explained in Appendix A. It must be remembered, however, that federal funds provide only a small percentage of the overall funds spent in vocational education, and they best serve to support state plans and initiatives. This Act, however, reinforces the important role that vocational education and work experience can play in preparing the disadvantaged for employment.

The concept of integrating work with study offers a combined curriculum of academic instruction, vocational training and on- site "real" work experience. Approximately one-half of the participants' time is spent in the classroom, and the remainder is spent on the job. The academic curriculum is closely related to skills needed on the job, allowing participants to apply their learning while earning. Work/study is cost-effective because the employer provides needed supervision, facilities, equipment and supplies that usually cannot be afforded by schools. Elements such as awarding academic credit for work performance and having employers rate the youth's potential and certify his/her performance and skill levels can increase the benefits and rewards of work/study.

Strategy Elements

The key elements of effective work/study programs include:

- A job-readiness component offered prior to placement with an employer, to ensure that students are job-ready.
- A formal agreement or contract between the employer, school and youth, which clearly sets forth the responsibilities of each party.
- A good match between the student's academic program, aptitude, interests and skills, and the work experience.
- Teacher-coordinators who know the student's workplace, have ongoing contact with participating employers, and can assure employers that students are ready for a job.
- A teacher/youth ratio no greater than 1:10.
- A network of employers who are able to provide active, ongoing supervision and feedback of curriculum or job-readiness training.
- Strictly enforced performance and discipline standards.
- Follow-up services to assist both youth and employers if difficulties arise; some youth, especially those highly at risk, may require individualized supervision and/or counseling services throughout the program.

Programming Options

Work/study is traditionally an in-school program, most often at the 11th and 12th grade and postsecondary levels. The 1984 Vocational Education Act supports community-based organizations in working with traditional schools to provide services for out-of-school disadvantaged youth. In addition, many JTPA summer youth programs incorporate a work/study model, combining remedial education, job-readiness training and paid work. The private sector has also been willing to support efforts that tie the work-readiness curriculum to specific industry needs.

Costs

In-school programs run about 10 percent—30 percent above the "average" per pupil cost, primarily to fund job placement and teacher-coordinator personnel. This figure assumes that the employers pay salaries, as well as contribute to the budgets for on-site student and teacher activities. Specific models should be researched for costs.

Program Example

- Off-Campus Work/Study Program—St. Louis Public Schools

Off-Campus Work/Study Program—St. Louis Public Schools

Strategy 3
Program Example

Target Group
Economically disadvantaged, in-school youth.

Numbers Served
200 participants per year.

Costs
Approximately $2,680 in wages per student. (This does not include costs for space and equipment covered by the in-kind contributions of individual companies or costs for teachers and books paid by the school district.)

Overview
The St. Louis Off-Campus Work/Study Program was begun in 1968 with the support of Ralston-Purina and has since expanded to involve 15 other local corporations and agencies. Since its inception, over 3,000 students, predominantly minority youth, have participated in the program. Students work at Ralston-Purina; Blue Cross; McGraw-Hill; Stix, Baer and Fuller department stores; and ten area banks. The objectives of the program are to provide on-the-job training to seniors and to provide a setting conducive to serious academic study. The intended result is for students to become well-versed in the basic skills needed for employment.

Program Components
Participants receive both academic and job training at the business location. Each morning they study business English, social studies, and business practice in classrooms provided by the firm. Public school teachers, generally working in pairs, divide the responsibility for instruction of academic and business courses. The classes are small and individual attention is emphasized. In the afternoon, students report to training stations within the company. The work portion of the day is closely monitored by supervisors from the business, but training is given priority over immediate productivity.

Instruction includes:

- Reading, writing, communication and computation skills
- Job-readiness
- Skills such as data processing, clerical work, auto mechanics and laboratory analysis

A student participates in four sessions, each lasting 10 weeks, that progress gradually in difficulty and responsibility. At the completion of every 10-week stretch, students receive evaluations from both their classroom teachers and their work supervisors. They, in turn, have an opportunity to evaluate their supervisors.

Performance

- The overall postprogram success rate over a 12-year period approaches 100 percent. Annual job placement rates are from 75 to 80 percent and the continuing education rate of from 15 to 20 percent.
- The dropout rate has been reduced to nearly zero.
- Students have shown improvement in their grades and attendance.

Administration

The program is directed by a full-time employee of the school district and by representatives from each participating firm. The schools also provide teachers for each site where the program operates. Work supervisors are recruited from the firms.

Funding

The school systems pay teachers' salaries and supply instructional materials for the academic portion of the program. Firms are responsible for classrooms, work stations, speakers, equipment and salaries. The Danforth Foundation supplied the original funds for design and planning.

References

Schilit, H. and R. Lacey. "Ralston Purina and 16 Companies Provide On-Site Classrooms." *The Private Sector Youth Connection (Vol. I).* New York: Vocational Foundation, Inc., 1982.

McNett, Ian, ed. *Let's Not Reinvent the Wheel: Profiles of School/Business Collaboration.* Washington, DC: Institute for Education Leadership, 1982.

Contact:

Peter Rein
Director of Work/Study Programs
St. Louis Public Schools
5101 McRee Avenue
St. Louis, MO 63110
314.772.6100

Mablean Perkins
Equal Opportunity Affairs
Ralston-Purina Company
Checkerboard Square
St. Louis, MO 63188
314.982.3257

Strategy 4: Job-Readiness Training (JRT)

Target Group
16- to 19-year-olds, in or out of school.

Rationale

Job-readiness training addresses the basic capabilities needed to get a job, keep it and use it to negotiate a better one. Young people with little or no work experience, whether in or out of school, need knowledge and experience in how and where to look for a job, how to compete for it through an application and interview, and how to meet the demands and expectations of employers. Youth who have not developed these skills through early job experiences can be helped to gain access to jobs through job-readiness training. This strategy is valuable for in-school youth who are preparing for summer or part-time jobs, for senior high school students planning to enter the labor market upon graduation and for young dropouts.

The Department of Labor has defined 11 core competencies that reflect attainment of competency in areas of pre-employment skills and work maturity. These are listed in Appendix D.

Job-readiness training is designed to meet pre-employment and work maturity competencies. The measurement of these competencies is most often tied directly to JRT program components, and to youth performance or employability development plans. More comprehensive programs for out-of-school youth will link this strategy to other training, education (most often basic skills) and support services activities. The essence of JRT, however, is preparation for and placement in an entry-level job.

Research has shown that JRT programs can help at-risk youth take a first step into the job market, though their chances of employment do not seem to last unless they are reinforced by further training and support.[27]

Strategy Elements

A basic program or curriculum focusing on job-readiness training will include the following:

- Assessment of individual interests and aptitudes for different types of work.
- Job search techniques: where to look for and how to access job opportunities.
- Preparing job applications: using them as a sales tool.
- Preparing a resume or personal profile.
- Interviewing skills.
- Meeting the demands and expectations of an employer.
- Job placement and follow-up.

Effective delivery of such a program requires the following:

- A training period of from one to four weeks, depending on the intensity of instruction and individual needs.
- Flexible staff with expertise in vocational counseling, educational services and job development.
- Small group and individual instruction as needed.
- Individual employability plans with competency measurements.
- A large network of employers willing to hire youth and give appropriate supervision.
- Emphasis on matching individuals to jobs and not vice versa.
- Linkage with or provision of other training and/or educational activities, and support services as needed.
- Post-placement support services for both youth and employers.

Programming Options

JRT services for out-of-school youth are generally provided by community-based organizations and educational institutions. Services for in-school youth may be provided as part of career awareness and/or job-readiness activities that are accessible to all students in the senior high school. At-risk students may be targeted in such efforts, or may be enrolled in alternative education programs or special assistance programs in their high schools (e.g., Philadelphia High School Academies).

Costs

Costs range widely, depending upon the type of services provided. A full-service program for out-of-school students runs about $1000 to $2000 per placement. In-school programs vary, depending upon the size of the program, the allocation of additional staff, resource materials, and job development activities.

Program Examples

- Jobs for Youth, Inc. (JFY)
- 70001 Training and Employment Institute

Jobs for Youth, Inc. (JFY)

Strategy 4 Program Example

Target Group
Inner city, disadvantaged youth aged 16 to 25 who are both out of school and out of work.

Numbers Served
New York: 1,500 youth served, including in-school dropout prevention program, in 1987; Boston: an average of 700 youth served annually; Chicago: more than 1,000 youth served annually.

Costs
Average cost per placement is $1,000 for New York, $875 for Boston and $650 for Chicago.

Overview

JFY is a nonprofit institution committed to serving the needs of "hard-to-employ" youth. Founded in New York in 1958, the program has continually developed and expanded and has been replicated in Boston and Chicago. In addition to job placement, JFY provides counseling, basic education and remediation, GED preparation, and pre-employment training. JFY identifies and solicits entry-level and career-oriented positions, operating as a no-fee employment agency that offers pre-screened applicants. Jobs are entry level and in local firms ranging from small private businesses to large corporations.

All applicants attend job training classes, complete verbal and math skills assessment tests, and meet with a counselor to discuss their individual expectations. After about three weeks, most youth are considered ready to hold a job. Job-ready youth are referred to appropriate openings, and counselors and employment services staff maintain contact with both the youth and the employers in order to gain feedback and quickly address any problems that may arise. The Chicago JFY program provides two years of follow-up services and support.

Program Components

- *Vocational Counseling/Pre-Employment Training:* During the initial stage, counselors help clients learn skills such as obtaining a social security card, filling out job applications, writing resumes, and dressing and behaving appropriately in the workplace. Emphasis is placed on positive work attitudes.
- *Work Experience/Job Placement:* The job search is a cooperative process between the youth and JFY staff. Once a potential job is identified, a call is made to set up an interview.
- *Educational Services:* Clients receive remedial education when math and literacy skill deficiencies preclude employment. GED training is available, and youth who are already placed in jobs can attend evening classes. JFY Chicago's Learning Center emphasizes education-for-work and offers college preparation assistance.
- *Dropout Prevention (New York):* As preventive programming for at-risk youth, JFY offers summer and year-round employment opportunities to youth still in the public school system. These are the Summer Work Scholarship Program, the Grantmakers Summer Program, the Afterschool Employment and Mentoring Program and Attendance Improvement/Dropout Prevention Program.
- *Support for Teen Parents:* JFY Boston offers a new program for young parents, COPE (Coping with the Overall Pregnancy/Parenting Experience), a new alternative school, and the Youth Business Initiative.

Performance

- JFY New York reports a placement rate of 65 percent in 1987.
- JFY Chicago reports a placement rate of 85 percent with 90 percent of those placed holding their jobs three months or longer.

Administration

The three JFY programs operate independently. Each is managed by an executive director who is responsible to a local board of directors. The board oversees all program and fiscal operations and is composed of leaders from the corporate and public sectors. Each JFY program has about 30 staff members.

Funding

Each JFY program is independently funded by grants from private foundations, local industries and businesses, and through federal employment and training funds.

References

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A Presentation of Jobs For Youth. Award-winning video documentary produced by JFY Chicago.

Contact

David A. Harris
Executive Director
Jobs For Youth, Inc.
1831 Second Avenue
New York, NY 10028
212.427.3336

Gary Kaplan
Executive Director
Jobs For Youth, Boston
312 Stuart Street, 3rd Floor
Boston, MA 02116
617.338.0815

John D. Connelly
Executive Director
Jobs For Youth, Chicago
67 East Madison Street, Rm. 1900
Chicago, IL 60603
312.782.2086

70001 Training and Employment Institute

Strategy 4 Program Example

Target Group
Primarily out-of-school dropouts ages 16-21, economically disadvantaged; some applications to in-school youth and adults.

Numbers Served
125 associates per program per year, on average.

Costs
Approximately $2,000 per placement, $1,600 per positive termination.

Overview

The 70001 program model is designed to prepare disadvantaged out-of-school young people for jobs. It is a three-prong approach, providing education, pre-employment training and motivational activities through an organization known as the 70001 Career Association (SEVCA). 70001 became an independent nonprofit corporation in 1976 and received funding from the U.S. Department of Labor to begin nationwide expansion. There is a network of over 60 programs that offer youth an organized sequence of educational and pre-employment training, under the guidance of the 70001 national office, using a standard 70001 job-readiness training curriculum. Approximately 10 percent of the participants are in-school youth. The model has been applied to adults, juvenile offenders and welfare participants, and has also been geared to specific industries such as banking and retail trade.

The 70001 program is described as individually self-paced, using competency-based performance indicators. Individual and small group sessions are provided in each of the component areas. Participants are generally in the program an average of two to five weeks prior to job placement.

Program Components

- *Testing and assessment* in the following areas:
  Education, using the Test of Adult Basic Education (TABE)
  Job-readiness, using the 70001 Job-Readiness Assessment for life skills and pre-employment training needs
  Career interest, using a variety of locally determined tests.
- *Instruction*
  Education: Preparation may be remedial (for youth seriously deficient in reading and math) or specifically aimed at preparing youth for a General Equivalency Diploma (GED); the Comprehensive Competencies Program (CCP) system is used in approximately 20 percent of the 70001 programs.
  Job-readiness: A standardized 70001 Job-Readiness Training curriculum consists of a 60-hour competency-based, minimum skills progression that focuses on preparation for entry into the labor market. Instruction includes identifying and responding to job openings, grooming and proper dress, filling out job applications and meeting workplace requirements such as punctuality, proper attitudes and courtesy.
- *Job placement:* Participants who complete pre-employment training are placed in entry level jobs averaging $3.65 per hour. 70001 staff identify the prospective employer and prepare the youth for the job interview.
- *Post-placement services:* Post-placement contact is made with youth and employers in order to address any early problems. Post-placement educational and employment counseling is available, as is membership in the youth organization.

Performance (1987)

- Placement rate is 68 percent and the positive termination rate is 86 percent.
- Of the participants eligible to receive a GED (varies by state), 67 percent received it.
- Past research found that, compared to a control group, male participants evidence short-term earnings gains that pay back the cost of the program (in terms of increased earnings over a control group) in a year. Females experience modest short-term gains in earnings but do not sustain these gains long enough to "pay back" their program costs. There was no evidence of long-term gains.

Administration

A central office, consisting of 45 to 50 staff, supports each local program by providing technical assistance, staff training, the 70001 testing and curriculum guide for job-readiness training, and promotional materials. 70001 programs are most often administered locally through schools, youth agencies and community-based organizations in an "affiliate" contract arrangement. The national office directly administers 14 programs.

Funding

The overall 70001 operation, including the national headquarters and affiliate network, is supported by approximately $8 million annually. This includes $2.3 million for the national office administration, about half of which comes from the Department of Labor. Private fundraising and foundations make up the rest. Local program budgets range from $150,000 to $200,000. They are funded almost entirely by local JTPA allocations, with some support generated from local or state education, foundation or corporate dollars.

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Contact

Larry Brown, President
600 Maryland Avenue, SW
West Wing, Suite 300
Washington, DC 20024
202.484.0103

Strategy 5: On-the-Job Training (OJT)

Target Group
19- to 21-year-olds, out-of-school, unemployed and unskilled.

Rationale

At-risk youth in their late teens and early 20s may have had a variety of entry-level work experiences. In many cases, however, those seriously at risk have very limited access to work experience that offers a potential for career development or economic self-sufficiency. On-the-job training is, therefore, a logical next step for youth with basic, but not specific, employment skills. In combination with support services, it can also be made effective for older youth with minimal pre-employment skills.

The essence of on-the-job training is the opportunity it gives to a youth and an employer to "try each other out" at minimal cost and risk, and with potential for a high return for both parties. The young employee receives several months of structured work experience, which includes a written training plan outlining specific skills to be learned on the job. The employer receives a predetermined reimbursement to cover a portion of wages and benefits and the costs of training and supervision necessary to make the youth a productive employee. OJT is offered in a wide variety of occupations in which vocational programs do not exist, or to which youth do not normally have access. Normal entry-level, no-skill-required jobs are not appropriate for OJT. These positions should involve higher-level skills, and wages should reflect that. Minimum acceptable OJT wages are set by employment and training programs, often at 150 percent of the minimum wage.

Despite positive findings on OJT effectiveness, it has not been used extensively with youth under 21, since employers are often reluctant to hire young people whom they believe are not sufficiently mature or job-ready. Furthermore, OJT has not traditionally been linked to the major support services such as remedial education, counseling and job-readiness training that many at-risk youth require. Youth over 21 may not be more job ready than younger youth and may therefore benefit from these services. A substantial body of evidence suggests that OJT can be very effective for a larger clientele if it includes extra support services.[28] Increased levels of reimbursement to employers, effective pre-screening, placement and follow-up services should also be developed to encourage greater and broader private sector participation.[29]

Strategy Elements

Principles for a good OJT program include:

- A careful assessment and selection process that refers youth who have enough work maturity and interest in the occupational area to benefit and succeed.
- Flexible procedures that take into account youth's and employers' needs in such areas as hours, realistic OJT period, skill requirements and expectations during the OJT period.
- Participation of the employer in the design and monitoring of the training plan, which should be performance-based and set forth explicit objectives and benchmarks for measuring the trainee's progress.
- Ongoing support services for both the youth and the employer.
- Supplementary services for the youth, e.g., education, childcare, transportation.
- Written agreements with and commitments from employers to hire and retain participants if they perform as agreed.
- An information bank of potential OJT jobs and the career opportunities they may provide.

Costs

Costs vary, depending on the nature of the job, training needs and terms of employer reimbursement. A 12 month program may cost $3500 to $4500 per trainee.

Program Example

- Joint Urban Manpower Program (JUMP)

Joint Urban Manpower Program (JUMP)

Strategy 5
Program Example

Target Group
Disadvantaged, inner-city youth and women who are a minority in the engineering fields.

Numbers Served
Between 25 and 40 trainees per year.

Costs
$3,500-$4,000 per trainee.

Overview

Since 1968, over 400 men and women have been trained in drafting through the Joint Urban Manpower Program, a collaboration of seven New York City engineering firms and architectural societies. In 1986, a second program was begun in construction inspection and in 1988, a third program in bridge safety inspection was added. The project trains only for guaranteed job slots, secured in advance by the program's board members. Qualified participants are recruited, tested and referred by the Vocational Foundation, Inc. (VFI), a local nonprofit counseling and job placement agency.

Program Components

- Each JUMP cycle lasts approximately one year.
- For the initial 20-week period, drafting trainees spend half of each day studying drafting skills in the classroom and the other half acquiring work experience; construction inspection trainees spend the first 10 weeks in the classroom full time and the second 10 weeks in on-the-job training with the firm.
- Trainees' salaries are $5 an hour for drafting and between $6 and $8 an hour for construction inspection and bridge safety inspection. They are paid for both training and work segments.
- Upon completion of the initial training phase, participants are awarded certificates of completion at a graduation ceremony. Participants then continue on-the-job training full time for six months.
- Throughout the year, trainees receive personal attention from teachers and supervisors.
- Counseling services are available for youth who may be encountering job-related or personal difficulties.
- Provisions are made for students lacking a high school diploma to receive remedial education and GED preparation.

Performance

- Over 50 percent of graduates have remained in the drafting and construction inspection professions.
- Several JUMP alumni have attained the level of senior draftsperson.
- Many trainees have received their high school GED in the program.
- The program has received sustained support and participation from local engineering and architectural firms.

Administration

JUMP is the product of close collaboration between its board, drawn from prominent engineering firms and societies, and the Vocational Foundation, Inc. The board sets policy for the programs, sees that JUMP curricula are in line with evolving industry trends, and attempts to parlay its knowledge of the field and contacts into job slots for the trainees. VFI appoints program coordinators, offers counseling and supportive services and handles necessary paperwork. VFI also hires classroom teachers and provides classroom space.

Funding

The firm guaranteeing a job slot pays the trainee's salary and pays VFI for all services. These firms receive full reimbursement for classroom and on-the-job training time from the New York Department of Transportation.

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Contact

Shelley Aveis
JUMP, Vocational Foundation, Inc.
44 East 23rd Street
New York, NY 10010
212.777.0700

Strategy 6: Occupational Training

Target Group
19- to 21-year-olds, out of school, unemployed.

Rationale

Occupational training is generally targeted to older youth who are ready to prepare for jobs that offer potential for advancement. The training is designed to increase employability in a specific occupation and classification, not to meet the needs of a particular employer. Occupational training is intensive, highly structured, and generally lasts between six months and two years, depending on the skill. The payoff for enrollees—job placement and successful career advancement—depends upon the private sector's continued demand for trained workers in that occupation. Economic trends have left many trained workers without employment as labor force needs shift. Changes in technology are also influential, since training on outdated equipment may severely hamper employment potential in a "state of the art" workplace.

Strategy Elements

An effective occupational training program should include the following:

- Careful assessment of potential enrollees to ensure that they have interest in and aptitude for the program; assessment tools should be designed specifically to measure the skill level that successful entry-level workers in the skill area need.
- Continuing evaluation of the local demand for the skill.
- Ongoing involvement of appropriate business representatives in setting standards for certification or completion of the program, designing and conducting the training curriculum, as well as providing materials, equipment, mentors and other staff as needed.
- Support services and linkages for the provision of remedial education and counseling.
- A network of potential employers and a well-organized placement system and follow-up for graduates.
- Linkages with union apprenticeship programs as appropriate for placement of graduates.

Programming Options

Traditionally, occupational training has been conducted in classroom or institutional settings that replicate "real life" work environments. In some cases, businesses may provide space and equipment for students to learn in the actual workplace. Business representatives with a vested interest in the generation of qualified workers often assist in the design and development of the curriculum, and will donate equipment, materials and staff time. Business mentors and placement in apprenticeship programs are commonly used to facilitate the occupational training process.

Costs

Occupational training is one of the most expensive components in a comprehensive youth employment system. Cost-effectiveness involves screening potential enrollees to ensure that they have reached a level of readiness by age, interest and maturity to enter a specific labor force career track. Costs vary widely, based on the length of the program, type of training and manner of trainee payment (wages or stipends). Classroom-based training offered by a public sector provider may cost from $2000 to $5400 for a four month program.

Program Examples

- Jobstart
- Technical Training Project

Jobstart

Strategy 6
Program Example

Target Group
High school dropouts aged 17 to 21, reading below eighth-grade level and economically disadvantaged.

Numbers Served
As of September 30, 1987, 2,312 youths had enrolled in the research sample.

Costs
Not yet available, preliminary figures will be released in March 1989.

Overview
The Jobstart program is a demonstration model managed and researched by the Manpower Demonstration Research Corporation (MDRC) since 1985. Currently being implemented in 13 sites across the country, it is aimed at helping young, low-income high school dropouts overcome barriers to employment. The program model draws on the Job Corps design, combining occupational training with basic education and support services. Jobstart provides more intensive training than most JTPA programs, is expected to be more expensive to run and is targeted to a more disadvantaged population.

Program Components
The precise mix of academic instruction, skills training and job placement varies among sites, but the basic Jobstart model is:

- *Basic education* for a minimum of 200 hours, individually paced, focused on reading, communication and computation; sites are encouraged to use computer-assisted instruction.
- *Classroom-based occupational training* for a minimum of 500 hours, combining theory and hands-on experience; preparation for jobs in high-demand occupations was developed with the assistance of the private sector to ensure that graduates will meet entry-level requirements.
- *Training-related support services* to meet individual needs, including work-readiness and life skills instructions, personal and vocational counseling, mentoring, tutoring, child care, referral and need-based or incentive payments.
- *Job development and placement assistance.*

Performance
Evaluation of the Jobstart demonstration will cover effects on employment, earnings, welfare dependency, childbearing patterns, educational achievements and criminal activity for two years post-program. Cost-benefit analysis will determine the program's cost-effectiveness and implementation analysis will detail the specific services, institutional arrangements and participation at each site.

Preliminary findings will be available in March 1989.

Administration
The Jobstart model was developed and is being evaluated by MDRC. Implementation is being carried out by various service agencies at the demonstration sites. These include schools, community-based organizations and nonresidential Job Corps centers. All site agencies have the support of the local JTPA agency.

Funding
The majority of demonstration site operational expenses are covered through JTPA funds allocated through state and local agencies. Each site has also been awarded a $25,000 grant from corporate and foundation contributions made to MDRC, to help defray the additional costs of operating the demonstration program. The evaluation is being funded by a consortium of private foundations, national organizations and corporations, along with the U.S. Department of Labor and the National Commission for Employment Policy.

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Contact
Milton Little
Jobstart Coordinator
MDRC
Three Park Avenue
New York, NY 10016
212.532.3200

Technical Training Project, Inc. (TTP)

Strategy 6
Program Example

Target Group
Out-of-school urban youth and young adults aged 18 to 30.

Numbers Served
25 students per four-month training cycle; two classes yearly.

Costs
$5,400 per student.

Overview

TTP was established in 1968 by a consortium of pharmaceutical companies to prepare unskilled, young urban adults for careers in science. Consortium members were motivated both by the need for qualified entry-level laboratory technicians and by their concern over the high levels of minority youth unemployment in the Newark area.

The typical TTP student is a minority youth, 21.5 years of age, who is either a high school graduate or is working toward a high school equivalency degree. The program now serves students from eight counties in New Jersey and New York. About half of the participants are female; a small number are AFDC recipients. Participants are recruited through local chapters of the Urban League, Aspira, veterans' organizations, Private Industry Councils, WIN, Employment Service offices and high schools. A technical advisory committee of chemists and technicians helps TTP continually update the program in response to changing demands of the industry.

Program Components

The intensive, 16-week program offers training in technical, laboratory and world-of-work skills.

- In the first eight weeks, classes are held in mathematics, organic chemistry and biology; various instruments are demonstrated and students perform a series of laboratory experiments. Guest lecturers from participating companies and working graduates supplement the small training staff, and visits are conducted to acquaint trainees with various work alternatives.
- The second phase of training consists of six weeks of full-time work at one of the participating companies. Placements are based on students' interests and demonstrated competencies. The trainees' on-site supervisor provides a week-by-week syllabus and evaluates each trainee's performance.
- The third phase consists of more detailed classroom training in Newark along with preparation for writing resumes and interviewing, and evaluation and assistance in job placement.
- Students receive stipends of $100 a week.

Performance

- Placement and retention rates are 85 to 90 percent.
- 650 graduates work in over 100 companies in 20 industries.

Administration

A board of trustees oversees the program and meets four or five times a year. An operating committee of the board meets regularly with the director, who is responsible for day-to-day operations. Other staff include a full-time instructor, one part-time laboratory instructor and an office manager. All members of the staff help with the recruitment and selection of students.

Funding

The annual budget is $230,000, funded primarily by the pharmaceutical consortium, whose members include Warner-Lambert, Johnson and Johnson, Pfizer, Schering-Plough, Merck & Co., CIBA-GEIGY, Bristol-Myers Products, Sandoz Inc., Hoffman-La Roche, Inc., Hoechst Celanese, Allied Signal, Colgate-Palmolive Co. Inc., M & T Chemicals, Inc., Sterling Drugs.

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Contact

William C. Holt
Director
TTP, Inc.
Essex County College
303 University Avenue, 5th floor
Newark, NJ 07102
201.624.1400

Strategy 7: Residential Training

Target Group
16- to 19-year-olds, dropouts, unemployed.

Rationale

Some socially, economically and/or educationally disadvantaged youth have needs so severe and so broad that they require a full complement of education, employment and social support services over a one- to two-year period away from their home setting. Young people who do not have a stable home or cannot take full advantage of community services may benefit from a highly structured residential program. This group includes, among others, young people who are functionally illiterate and those with a criminal record. The cost of residential training is substantial and not all communities need such a resource. Where there is a high concentration of seriously disadvantaged youth, there may be a need for a locally based program; often, centralized facilities in the state or elsewhere in the country exist to which communities may refer youth with these needs.

The federally funded Job Corps offers a comprehensive residential training model. For two decades, it has prepared youth for employment first by removing them from environments that may contribute to the employment barriers they are experiencing, and second, by providing basic skills training, world-of-work experience and labor market preparation, occupational training, supportive services and health care, and assistance in job placement.

The typical Job Corps enrollee is an economically disadvantaged minority youth who has dropped out of school and reads at less than the fifth-grade level. Forty-four percent of Job Corps participants have arrest records.

Strategy Elements

There has been extensive research on the Job Corps, some of which has followed graduates for up to five years. From this information we have identified the following points as key in the development of comprehensive, residential programs for severely disadvantaged youth:

- A balanced mix of education, training, work and counseling services.
- Instruction that is individualized, self-paced and competency-based.
- Detailed performance and discipline standards that are strictly enforced.
- Rewards for successive achievements that are explicit and highly visible.
- Opportunity for a variety of training experiences.
- Substantive work experience, either with a private sector employer or through program worksites.
- Close supervision and support in the residences, classrooms and work settings.

Costs

The Job Corps costs about $7500 per individual, per six months, the average period of enrollment, and $12,000 per placement. Residential centers may cost more or less depending on the extent of training and support services provided.

References

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Program Example

- The Job Corps

Job Corps

Overview

The Job Corps is a major federally funded program that aims to reduce the employment problems exhibited by some severely disadvantaged youth. It takes them out of their environment and places them in residential centers that offer comprehensive services designed to improve a youth's lifetime earning prospects.

Minorities constitute 70 percent of youth served; 30 percent are women, about 80 percent are high school dropouts, close to 50 percent cannot read above the sixth-grade level and approximately 40 percent have been convicted of a crime. The average length of stay is seven months.

Program Components

- *Recruitment:* To be eligible, an applicant must be at least 16 years old and not yet 22, be economically disadvantaged, have a seriously disruptive living environment, have no serious medical or behavioral problems, and not be on parole.
- *Orientation/Assessment:* This includes introduction to center life, regulations and services; diagnostic screening in reading and math for placement purposes; and an initial exploration of vocational interests and aptitudes.
- *Basic Education:* The education programs are open-entry, individualized and provide frequent feedback on progress. The educational element is linked to vocational training through work-related reading requirements.
- *Vocational Training:* The vocational programs are also open-entry and flexible. Training is offered in business and clerical skills, word processing, culinary arts, health occupations, automotive trades, construction trades, welding and building maintenance.
- *Residential Living and Corpsmember Support:* Corpsmembers participate in group counseling, student government and recreational activities. Also provided are nutritious meals, health care and individual counseling.
- *Evaluation of Progress:* Participants are assessed on an ongoing basis, and detailed records of attendance, educational gains and activities are kept.
- *Termination and Post-Termination Services:* Participants are given job-readiness training in resume preparation, job search procedures, interviewing, etc. Support service contractors provide transitional services after members have left the centers. After six months of enrollment, members become eligible for a readjustment allowance.

Strategy 7 Program Example

Target Group:
Out-of-school, economically disadvantaged youth, 16 to 21 years old; primarily high school dropouts.

Numbers Served
Total capacity was 40,544 training slots in 107 centers in program year 1986.

Costs
$9,288 per new enrollee; $15,107 per corpsmember service year; and $12,709 per placement.

Performance

Placement results during FY 1986 included the following: 63.8 percent reported employment, 15.6 percent reported enrolling in further education. Total positive outcomes were estimated at 47,479, or 72.9 percent.

An earlier follow-up on participants 42 to 54 months postprogram estimated that participation in Job Corps increased the probability of employment by seven percent; increased earnings by over $600 per year; and increased the probability of having a high school degree or equivalent by 27.5 percent.

This evaluation also concluded that benefits to society averaged $2,300 per corpsmember, or over $90 million in a given year, in terms of reduction in welfare payments, decreased criminality and increased tax revenues.

Administration

All activities in the Job Corps operate under detailed U.S. Department of Labor standards; regional DOL offices have direct responsibility for program operations. Of the 107 Job Corps centers, 30 are operated by the U.S. Departments of Agriculture or Interior. The remaining 77 are operated by private nonprofit or for-profit contractors, who were selected in a competitive bidding process.

Funding

The Job Corps was originally funded under the Economic Opportunity Act of 1964. Funding was subsequently incorporated into the Comprehensive Employment and Training Act and since 1983 has operated under the Job Training Partnership Act.

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Contact

Peter E. Rell, Director
Office of Job Corps
U.S. Dept. of Labor/ETA
Room N-4508
200 Constitution Ave, NW
Washington, DC 20010
202.535.0550

Strategy 8: Youth Service Corps

Target Group
18- to 24-year-olds, out-of-school, unemployed.

Rationale

Youth service corps offer young people, generally between the ages of 18 and 24, an opportunity to perform needed community work while gaining valuable work experience, skills and labor market preparation. A number of states and localities began sponsoring corps—patterned after the 1930s Civilian Conservation Corps—in the early 1980s, when the federal government sharply reduced its role in the development and funding of youth employment and training programs.

Youth service corps enroll young people who are neither working nor attending school, and are therefore in danger of becoming permanently disengaged from the labor force. The corps programs aim to convey respect for the value of work, a feeling of civic responsibility and a sense of self-worth in these youth while they do environmental protection, physical development and human service work that is clearly needed but would otherwise not be done. Program duration is between six and 12 months.

Participants receive instruction in appropriate work attitudes and behavior. Corpsmembers involved in conservation projects also receive some environmental education as well. Some corps offer educational services as part of the program and encourage participants to complete their studies through program-sponsored or other educational programs.

A study conducted by P/PV of nine programs over a three-year period found that youth corps are successful in meeting their productivity and cost-benefit goals, that they have produced positive income effects for poor youth, and that the addition of human service work has increased their potential for meeting both community and youth development goals. The positive effects for disadvantaged youth may be somewhat diminished over time, due to the difficulty in providing such essential support services as an educational program and help with post-corps job placement. Despite the evidence that corps are a sound investment, their high cost may inhibit broad-based adoption.

Strategy Elements

The features that distinguish corps from other youth programs are as follows:

- Primary emphasis is on productive work, 30 to 40 hours a week.
- Youth development occurs primarily through work itself, while educational programs, especially basic skills training, is becoming more prevalent.
- Youth work in crews of eight to 12 with close adult supervision, on projects to enhance the environment, improve parks or provide needed human services.
- Goals include transmitting positive social and civic values to youth and helping them develop a feeling of responsibility to the wider community.
- Eligibility until recently has not been restricted to economically disadvantaged youth.

Programming Options
The youth corps model has been operated in both residential and nonresidential, rural and urban settings. Urban models have involved youth in the revitalization of public- and community-based organizations' properties, along with parks maintenance and development modeled on the traditional rural and wilderness programs. The programs may operate statewide under the auspices of a state agency, or locally, usually under the auspices of a local nonprofit agency.

Costs
Costs per participant range from $10,500 to $22,600, offset by the value of the work performed.

Program Examples
California Conservation Corps
New York City Volunteer Corps

New York City Volunteer Corps

Overview

The New York City Volunteer Corps (CVC) has been in operation since 1984 and is the nation's largest urban, nonresidential youth corps program. It was proposed by Mayor Ed Koch as a model for a national youth service program and was designed to meet the dual goals of community service and youth development. Corps volunteers deliver human services as well as engage in physical work projects for community improvement. CVC volunteers are required to take education classes while in the program. Recently, CVC switched to a four-day work week to allow volunteers to take classes on Friday mornings and to attend the corpsmember development program in the afternoon.

Program Components

- Volunteers are assigned to teams of 10 to 15 youth. Adult team leaders are responsible for managing their crews, for counseling and for enforcing behavioral rules and compliance with the educational requirements.
- Teams receive alternating assignments to physical and human service projects; they spend four to six weeks on physical projects and three to four months on human service projects.
- Physical work consists of parks projects, community conservation and horticultural projects, renovation and rehabilitation work. Human service work includes assisting the elderly, tutoring children and adults, providing aid to the physically and developmentally handicapped and performing survey work.
- In addition to the work day, volunteers without a high school diploma or who are reading below the eighth-grade level are required to take Adult Basic Education, GED preparation, or English as a Second Language classes. Those who do not require remedial education can pursue college or college preparation courses.
- Educational achievement and program retention are encouraged through the cash readjustment allowance or scholarship that volunteers may qualify for after a stay of six months or longer. The maximum allowance is $2,500 or a $5,000 scholarship after one year.

Strategy 8 Program Example

Target Group
17- to 20-year-olds, New York City residents.

Numbers Served
3,500 enrolled since November 1984. 550 to 600 volunteers are in service at any one time.

Costs
Annual cost per volunteer position is $13,000.

Performance

- The mean length of stay for all corpsmembers is 6.1 months, one-third of volunteers leaving CVC since July 1987 had completed a full year, and one-third of corpsmembers who were enrolled in GED preparation classes and stayed at least four months received their diplomas.
- The new part-time program for 16- and 17-year-old volunteers from local high schools has increased ethnic diversity: 96 percent of full-time volunteers are black or Hispanic; 50 percent of part-time volunteers are white or Asian.
- Sponsors of CVC work projects are nearly unanimous in their satisfaction with the work done by volunteers.
- A study of five sample work projects carried out by CVC in conjunction with the New School for Social Research found that every dollar invested in work provided by CVC volunteers gave a return of 70 cents.

Administration

The CVC is organized as a private, nonprofit corporation in New York State. The Corps is overseen by an executive director and has five fully staffed departments. Team leaders are responsible for their group of corpsmembers. Work sponsors are expected to provide technical training, task supervision (in conjunction with team leaders), and equipment and supplies for all projects.

Funding

The three-year demonstration project administered by the CVC had a budget of $27 million in city funds. The annual budget in the post-demonstration period is $8 million.

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Contact

Michael Bosnick
Director, Planning and External Affairs
New York City Volunteer Corps
842 Broadway, 4th floor
New York, NY 10003
212.475.6444

California Conservation Corps (CCC)

Overview

The California Conservation Corps (CCC) is a state-funded program with the dual goals of serving youth and conducting useful conservation work. Corpsmembers in the CCC work on conservation projects, such as reforestation, park development, salmon restoration, energy conservation, historic preservation, wildlife habitat improvement and emergency response to fires and floods, in conjunction with California natural resource agencies.

The CCC operates 17 residential centers and over 30 nonresidential satellite programs. Corpsmembers enroll for one year and can stay an additional year for further opportunities such as working as a crew leader. The CCC works on 1,800 to 2,200 projects a year. The emphasis is on production and the CCC accomplishes extensive, quality work. Even though disadvantaged youth are not specifically targeted, an estimated 70 percent of corpsmembers would be at risk in the labor market, based on their economic or educational status.

Program Components

- New enrollees attend a training academy designed to prepare them for the CCC experience.
- Within each center, corpsmembers are assigned to crews supervised by CCC staff and work on projects sponsored by various public resource agencies.
- Crews have between 10 and 15 members, an adult supervisor and an enrollee crew leader.
- Corpsmembers attend GED preparation classes if they have yet to earn a high school diploma. Others attend community college courses with tuition paid by CCC. After one year in the CCC, corpsmembers are eligible for a $1,000 scholarship or $500 in cash.
- Corpsmembers learn basic occupational skills as a consequence of the work projects they are engaged in. In a few instances the CCC provides more extensive training, primarily for specialty crews in energy-related skills and construction.

Strategy 8 Program Example

Target Group
18- to 23-year-old California residents.

Numbers Served
Approximately 2,170 annual corpsmember positions.

Costs
Cost per slot was $17,500 for the residential program and $16,500 for the nonresidential program in FY 1986-87.

Performance

- Mean length of stay is 5.1 months.
- Disadvantaged participants in the CCC experience significant postprogram earning benefits.
- Findings indicate that CCC positively affects attitudes and behaviors that are related to specific program activities, e.g., confidence in physical abilities, attitudes toward women in non-traditional work, recycling, awareness of environmental problems, and attitude toward community service work.
- Cost-benefit analysis indicates that the CCC program pays for itself in the value of the work done and corpsmember earnings alone.

Administration

CCC operates as a department within the California State Resources Agency. A large headquarters unit, a training academy and the use of regional deputies to oversee the 17 residential centers provide a common set of policies and experiences for all corpsmembers. At the same time, center staff have considerable latitude in developing their own work projects and youth development activities.

Each center has an area manager and a center administrator responsible for both residential and nonresidential components. Project coordinators are responsible for developing local work projects and scheduling work crews. Six work crew supervisors at each center report directly to the project coordinators. Staff supervisors are assisted by a corpsmember crew leader.

Funding

CCC is entirely state-funded, primarily through the State General Fund.

References

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Contact

Bud Sheble
Director, CCC
1530 Capitol Avenue
Sacramento, CA 95814
916.445.0307

Building a System

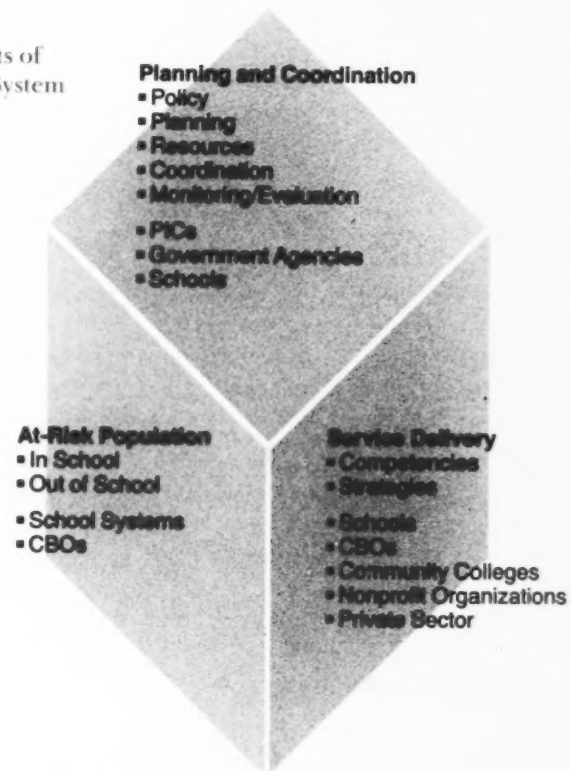
This guide has focused on strategies for developing the basic competencies at-risk young people must have to secure and hold successful employment. The purpose cannot be achieved, however, just by having the services in place. There must also be coordination among the services and agencies that provide them. Unfortunately, in many communities, services are badly fragmented even when they share common goals, clients and problems. The next step toward meeting the varying needs of at-risk youth is, therefore, construction of a delivery system and continuum of services.

Developing coordination and collaboration has become a particular priority in recent years. Greater emphasis is being placed on maximizing shrinking government resources; forming partnerships among institutions, agencies, government and the private sector; and recognizing that failure to address the needs of at-risk youth can have broad consequences for a community. Developing a *system* to improve the coordination of youth services is thus the most important single task facing states and communities that wish to improve their approach to youth employment and training.

Efforts to coordinate services should address the following issues: organizing the partners, establishing the structure and defining its tasks and responsibilities.

Figure 5

Basic Components of a Youth-Serving System



Organizing the Partners

Developing a coordinated continuum of services is logical but difficult to achieve, since the effort requires negotiating entrenched bureaucracies, turf and funding battles; and facing the realities of change in political leadership and priorities. Breaking through these barriers begins with a recognition by community leaders that a more coordinated system will better serve their respective interests as well as those of the system's clients.

Achievement of coordination, therefore, requires the involvement of all relevant organizations and agencies from the very beginning. Participants in the discussion and design of the system would likely include the following groups:

- **Schools:** regular and vocational high schools, secondary and post-secondary, and alternative schools.
- **Youth Agencies:** employment and training as well as support service providers.
- **Business:** the employers or "consumers" of the graduates; as well as contributors to the training process.
- **Government:** as policy-makers, funders and often providers of services through local government agencies.
- **Community-based organizations:** neighborhood associations, organizations engaged in related activities, churches and youth groups.
- **Other interested groups:** including the United Way and local foundations that may provide funding support.

The leadership or high-level management of each of the partners should understand the needs and issues and approve their organization's role in and commitment to the system. Many of the partners may already have formal or informal relationships with each other, whether through delivering services or membership on the same policy boards. These existing networks provide a solid foundation for more formal relationships as the collaborators already know and trust each other.

Any major partnership comes together to solve a common problem and seek mutual benefits. Building a coordinated system of services to confront the problems of at-risk youth has inherent benefits for all involved:

1. Dollars can be more effectively targeted to serve those most in need and fill the most serious gaps in service.
2. Clients can be more efficiently and effectively served.
3. Businesses can avoid the duplication of effort that arises from sporadic involvement with different agencies and institutions, and can gain qualified employees through systematic involvement in the process.
4. Increased revenues and commitments can flow to the educational and training system as everyone involved is vested in the problem and the solutions.
5. Accountability increases through ongoing monitoring and evaluation of the overall system and its components.

These benefits of collaboration accrue to all the partners and help to reduce the anxiety or skepticism individual agencies might feel when assessed as part of a coordinated delivery system.

Establishing the Structure

A formalized structure within which the partners plan, implement, coordinate and oversee programs and services for at-risk youth is integral to the development of a coordinated delivery system. An existing entity whose mandate is coordination of education and employment services for at-risk youth is one possibility. A Private Industry Council, which by law represents the essential partners of business, education, government and community organizations, is another. Other options include creation of an informal council, a standing committee or an interagency task force.

Examples of collaboration at the state level were demonstrated in three states with whom P/PV worked from 1983 to 1986. In these states, the governor appointed a Youth Coordinating Council that provided a stimulus and forum for state agencies to coordinate their policies and programs so that the comprehensive strategies required to help at-risk youth could be established in a systematic manner. State-level coordination led to greater collaboration at the local level, whereby new linkages and networks were formed among agencies, and planning and administration of local programming for youth was shared.

However, though youth policy ideally begins with support and leadership at the state level, local collaborations can also emerge with or without formal collaboration among state agencies. The lessons learned from the P/PV states demonstration apply equally at all levels of operation:

- Formal assignment and mandate at the executive leadership level—by the governor, mayor or key partners in business, government, education and the community—provide the legitimacy and impetus to participation in the collaborative process.
- Once a collaborative structure is established by top leadership, mid-level staff seem most effective in carrying forth its mandate, based on their working knowledge of agency policies, operations and other players in the collaboration.
- The collaboration can serve as a clearinghouse for information and resources relating to at-risk youth, while also acting as an advocate for youth initiatives within agencies, the overall community and at the state or municipal policy level.
- The involvement of a facilitating agency outside of government may be important to moving the collaborative process through its initial stages and providing information on various youth strategies. Ideally, this agency should be a neutral party, vested in overall youth services collaboration, rather than any single program or agency.

The Boston Compact

The Boston Compact is a collaboration initiated in 1982 to encourage school improvement in Boston by setting objective performance goals for public schools, employment goals for business and organized labor, and admissions goals for postsecondary institutions. Specifically, the school system agreed to meeting specific goals in improving attendance rates, achievement scores on standardized tests and graduation rates; and to increasing job and higher education placement rates.

Boston corporations, unions, colleges and universities pledged to help the school district achieve these goals through technical assistance, political support, and increased employment and educational opportunities for public school students and graduates. Business agreed to priority hiring of qualified graduates, which meant that referred students would have to meet the minimum qualifications for an available job. Compact business goals include the following:

- Sign up increasing numbers of companies for priority hiring.
- Develop the Jobs Collaborative, a school-based career education and job placement program run by the Private Industry Council.
- Provide increasing numbers of summer and part-time jobs for students and full-time jobs for qualified graduates.

Colleges and universities committed themselves to enrolling more public school graduates and to expanding information and awareness activities, including establishment of the Higher Education Information Center. Major corporate commitments to greater financial aid for needy students led to the development of the ACCESS program, which provides small scholarships for higher education.

The Boston Compact has aroused considerable national interest as a model of school/business/higher education collaboration. While it is successful in generating employment and educational opportunities for students, there are still questions about the Compact's impact on educational improvement.

Contact: *Ted Dooley, Executive Director, Boston Compact, Boston Public Schools, 26 Court Street, 7th Floor, Boston, MA 02108, (617) 726-6220*

The Portland Leaders Roundtable/Portland Investment

The Portland Investment is a 10-year plan devised by the Leaders Roundtable. The group was formed in 1984 when business, education, organized labor, and community leaders and organizations focused on the importance of working together in a formal way on the problems of at-risk youth in their community. The plan addresses all the issues relating to at-risk youth's needs and services—workforce-readiness, educational improvement, reduction in dropout rates, increased employment skills, support services and coordinated delivery of these services.

The Portland Investment has a broad focus, on all services, in and out of school, targeted to at-risk youth from birth to age 21. This continuum links education, employment training and job readiness, and personal support services in meeting the needs of the individual child, young person and family. All services are a part of a comprehensive system that includes the following strategies:

- Work-related academic curriculum and school-to-work transition programs.
- Middle to high school transition programs, high school to college, and return-to-school programs for dropouts.
- Summer programs to fill gaps in service in such areas as teen parenting, preschool and family support.
- Job opportunities for youth, and education and employment programs for juvenile offenders.

The Leaders Roundtable oversees the policies and commitments of the Investment. This group is composed of the top leaders in Portland's government, education, community organization and business sectors. The commitments for funding, continuation or consolidation of services, and/or new pilot programs are evaluated and approved by this group.

Contact: *Tom Nelson, Executive Director, Business Youth Exchange, Portland Chamber of Commerce, 221 N.W. Second Avenue, Portland, OR 97209, (503) 228-8617.*

Roles of the Collaborative Structure

Once the collaborative structure has been established there are certain administrative responsibilities and tasks it will need to assume.

1. Estimating the at-risk youth population

This guide earlier addressed the question of who is at risk and what indicators a city might use to determine the scope of its problem. Estimating the at-risk population is central to an effective planning effort; it ensures that appropriate resources and services match local needs. Inherent difficulties in completing this complex task range from confidentiality issues for schools, employment offices, and juvenile justice and welfare agencies, to incompatible data collection and sorting methods. The effective use of data sources requires interagency cooperation and information sharing, as well as good analysis on the part of local planners. Much will depend on clear communication concerning the use of the data and the potential benefits to the agencies who must provide it. The benefits of coordination must be reinforced at this initial stage, if agencies are going to take the risk of publicly sharing data.

The six basic indicators described in Appendix C may be helpful in completing this task.

Building a System—Administrative-Level Activities

Estimating the at-risk youth population

- Educational deficiencies
- Behavioral problems
- Race and ethnicity
- Economic status
- Location in a poverty area
- Employment status

Surveying local services

- Educational programs
- Employment and training services
- General support services

Identifying service needs and priorities

- Recruitment, assessment, testing
- Job development and follow-up
- Management information systems
- Educational classes
- Support services

Setting a timetable and finding resources

Implementing a management information system

Monitoring programs

Communicating with members and top leadership

2. Surveying local services

In planning a coordinated system, it is important to know what programs currently meet the needs of at-risk youth, the client loads they can carry, and how they can best be used in a mutually supportive fashion. There are three categories of services related to the development of youth employability:

- *Educational programs* include those providing instruction in functional literacy and preparation for the test leading to the General Equivalency Diploma (GED). Traditional schools, alternative schools, community-based organizations, some job training programs, and proprietary and postsecondary institutions may provide these services.
- *Employment and training services* include pre-employment training leading to job-readiness, career counseling, skills training and job placement. The PIC or public employment and training agency is usually responsible for the overall administration of these programs, and will subcontract or operate the programs that provide the majority of these services.
- *General support services,* essential for many at-risk youth, include transportation, temporary shelter, health care, child care, family planning, financial counseling and drug and alcohol abuse counseling. Social service and health agencies along with some community-based organizations are the primary providers of support services.

A comprehensive survey or inventory of services should include all institutions, agencies and companies involved with at-risk youth. It is likely that the provider or funder of the provider is represented in the coordinating council or initial group of partners, and is accessible for this type of survey. A local services directory may be available and could be updated regularly by the council as one of its responsibilities. The inventory should include information on a complete range of youth service agencies and contain the following information:

1. Name, address, phone, hours of operation, years in business
2. Executive director and contact person for clients
3. Purpose, scope and type of services provided
4. Target population
5. Number served per year
6. Goals and results; results of any follow-up
7. Staffing, staff-to-client ratio
8. Funding level and sources (including fees, if required)
9. Formal linkages with other agencies, institutions, businesses

Gathering this information is no easy task and therefore often leads to sporadic or one-shot efforts. Therefore, the survey should be an activity that leaders recognize as an important tool for their decision-making as well as for service providers and clients.

3. Identifying service needs and priorities

Planners should present an analysis of the gaps or overlaps in service, based on the data and survey, and provide some estimate of the resources needed to fill the gaps or eliminate duplication.

Where resources are limited, planners will need to establish program and service priorities and develop a plan for addressing the identified gaps over a realistic timeframe. This is often the area in which turf and funding battles occur as the threat of decreasing resources or client activities comes into play. The involvement of agencies and vested interest groups early in the process may help to minimize conflict. Early recognition by agencies that they stand to gain more individually as a part of a unified system is critical to avoiding sabotage of the coordination effort. In reality, there are usually too few services and resources available for at-risk youth, with only a small percentage of those in need being served. As service needs change to meet new priorities, agencies will need to adjust existing services or provide new ones. They should be encouraged not to feel threatened by the development of the system itself.

Where common or duplicative services are provided, planners may recommend that certain services be consolidated or coordinated more closely between programs. Examples of some of these are the following:

- Consolidating recruitment, screening assessment and testing.
- Consolidating and/or coordinating job development and follow-up.
- Sharing management information systems.
- Consolidating basic skills or GED preparation classes.
- Pooling resources for health care services, transportation and other support services.

4. Setting a timetable and finding resources

A shortage of resources is one of the most compelling reasons to coordinate planning and programming. The inefficiencies of fragmented and duplicated services are too costly, and come under greater scrutiny by both public and private investors. The value of a coordinated effort is clearly demonstrated in the area of mutual financial planning and fundraising, which can benefit the entire system, the individual agencies and the clients.

For such coordinated resource development, planners need to set clear priorities and establish a realistic timetable to meet those priorities. Financial plans should attempt to set out as clearly as possible a year-by-year, service-by-service estimate of financial needs and sources. This is not to say that the uncertainty of public dollars in the future will not alter funding projections. Appendix A provides a synopsis of the major federal legislation and programs that provide funding of education and training activities.

The following are some of the major principles of effective financial planning:

- *Consider all possible funding* sources and not just the obvious education and JPTA dollars. The Targeted Jobs Tax Credit, other state tax credits, foundation dollars and corporate investments in training are all potential sources of revenue to support program efforts as well as avoid potential dependency on any one funding source.
- *Pool funding* from various sources or organizations for programs that serve the needs of two or more agencies. Where education, economic development and labor organizations, for example, all stand to benefit from a program, they are likely to contribute staff, equipment, training and training supervisors, worksites or supplies. Each agency gains some return on its investment.
- *Solicit private contributions, both monetary and in-kind.* These would include providing training facilities, loaned staff, equipment and technical assistance in program and/or curriculum design.
- *Reallocate funds* by adjusting priorities. Based on a cost analysis of how funds are spent within institutions or programs or across the system, funds may be shifted to current priorities.
- *Seek challenge or matching grants.* No one funder has to assume the total financial burden or possible dependency of a program, while the funder doubles the impact of its contribution through the matching requirement.

5. Implementing a management information system (MIS)

Information-sharing among the various organizations facilitates a valuable exchange of data on the services provided and the progress of clients. This is possible, however, only through development of an MIS common to all the partners in the system. Existing, individual systems do not collect comparable data, since much of it is for reporting purposes under funding or regulatory requirements.

A case management and information system that would enable clients to move through the system under a coordinator's or case manager's purview may be an ideal way to serve clients and coordinate program activities. But such an integrated database is not an attainable option for many communities. The Annie E. Casey Foundation "New Futures" project is attempting to establish such a system in sites that will receive millions of dollars to establish comprehensive services for at-risk youth.

Although it may be difficult to establish one system to meet the needs of all, there may be steps the coordinating body could recommend to increase the potential for sharing information in three critical areas:

- *Client information:* A centralized information center where service providers could access background information on education, employment history, interests, special needs and any test results would help to avoid duplication of assessments.
- *Program information:* An up-to-date directory of programs is critical to matching youth to needed services, and to avoiding inappropriate referrals. Information available on program results, including placements and educational attainment, facilitates program evaluation and accountability.
- *Job market information:* A centralized system for use by the business community in sharing information about job openings and projected training needs has value throughout the community. It provides business with a single means by which to communicate its needs to a myriad of agencies; and it increases youth's access to employment opportunities.

6. Monitoring programs

Monitoring programs and services is essential to establishing the legitimacy of both individual programs and the entire system. In-depth evaluations that address the requirements of funders, and ensure sound management and programmatic procedures give ongoing credibility to the programs and system. Program performance and relevance to changing education and training needs can also be periodically reviewed.

The coordinating body should establish an overall evaluation system, conducted and reviewed with program operators. Most of the information is probably already collected by the programs and is used regularly to manage and evaluate activities. This information varies with the nature of the service. But generally programs will collect information on participant progress, placement results, employer response to clients and program offerings, and program costs and funding.

7. Communicating with members and top leadership

Ongoing communication between the member agencies, organizations, businesses and their respective leadership is an essential but often neglected responsibility. Feeding back information and evaluative findings will enhance the value and benefit of the system. Staff, mid-level managers and top leaders should all be involved in the planning activities whenever appropriate. Decisions made at the top may have difficulty being implemented as planned if line staff disagree and feel neglected in the process. Sabotage can occur at any level in the organization where change is planned. Communication and involvement is essential at all levels if people are to see and reap the benefits of a coordinated system.

Program-Level Activities

The previous section addressed the system-level activities that structure the delivery of a coordinated youth services plan. This section deals with the responsibilities and organization of local program activities.

Seriously at-risk youth are a small and isolated population often difficult to locate and serve effectively. Funding requirements and expectations of results discourage planners and operators from targeting services to the seriously at-risk population. High placement rates and low-cost services can provide glowing results and be more attractive to funders, while those most in need of services remain elusive to even the second-chance systems. Planners, funders and operators must realize that achieving educational gains and training competencies may be a long-term process for a small yet seriously at-risk group. Community leaders must understand the importance of committing needed resources to serving this at-risk group, and supporting the programs and activities needed to identify, reach and involve the targeted population.

As local providers plan their programs and the focus of their particular services to respond to local needs, they will deal with eight basic program elements essential for effective services delivery:

Recruitment
- *Schools*
- *Government agencies*
- *Community*
- *Outreach*

Assessment
- *Education*
- *Career*
- *Skills*
- *Personal needs*
- *Other barriers*

Employability Plans
- *Short- and long-range measurable objectives*
- *Mix of services*

Services and Instruction
- *Small class size*
- *Committed staff*
- *Varied techniques*
- *Support services*
- *Documentation/feedback*

Evaluation/Certification

Job Development and Placement
- *Jobs/education*
- *Military*

Postprogram Follow-up
- *Participant*
- *Employer*

Figure 6
Program-Level Activities

Recruitment

The obvious institutional channels—schools, the Employment Service or social services office—may not be the most effective sources for recruiting at-risk youth. This target group is often not responsive to the counselors in traditional institutions or just doesn't show up in these places. Other systems—including juvenile justice, welfare offices and public housing projects—usually offer easier identification and more direct potential for referring at-risk youth. The most effective recruitment techniques, however, include those that reach out directly to the target group. Recommended recruitment resources include the following:

- Community-based and youth organizations, and recreation centers.
- Word of mouth, based on the successful program experiences of other youth.
- Fliers and informal contacts on the streets where potential clients are.
- Advertising in papers that clients read and on radio and T.V. stations that they listen to; and public service announcements.

Assessment

A thorough yet simple and efficient assessment process is extremely important to matching clients with appropriate programs and services. If assessments require a great deal of time and paperwork, clients and staff resist and could ultimately sabotage the assessment process. Sensitivity on the part of staff as to the intrusive nature of the questions and data can go a long way in establishing a trusting and cooperative relationship with an already skeptical young person.

Individual assessments should, at minimum, determine interests, educational achievement, work history and personal needs that will impinge on employment; and measure each youth's competencies in education, preemployment, work maturity and occupational training skills. Specific tests used will vary with the nature of the services provided, and the cost and availability of assessment tools. The local or state educational systems are a good information source.

Coordinating assessment with other program activities, and establishing a single, uniform information source, can minimize duplication of effort and redundancy. This also enables a young person's assessment to travel with him or her when referred for other services in the youth-serving system.

Employability Development Plans

Based on the assessment, staff can begin to develop, with the youth, a plan to address the following:

- Quantifiable short- and long-term objectives for the development of competencies that will increase employability.
- The mix of services each youth will require to achieve his or her objectives (some service may be provided on referral to other agencies).
- An ongoing process to measure and document the progress of each youth.

Services and Instruction

Each service provider should implement a set of strategies and curricula as appropriate, to meet the needs of the targeted at-risk group. There are some program dynamics and elements that providers might keep in mind in setting up programs to work specifically with at-risk youth:

- *Small class size,* allowing for individualized attention and close student relationships.
- *Committed, flexible and qualified staff,* who believe in their students and recognize their potential.
- *Varied teaching techniques* and a non-traditional curriculum.
- *Ongoing feedback* to participants on learning gains and progress toward objectives.
- *Supportive environment* and activities that provide motivation and reinforcement.

Evaluation/Certification

It is essential to evaluate the participant upon completion of services or instruction. If an ongoing, documented evaluation of progress is not a part of the program plan, a post-assessment instrument, based on the competencies assessed at the time of enrollment, may be the most appropriate evaluation tool.

Many programs have found that periodic and final certificates of achieving certain competencies or skills can be motivational to the young person and helpful in the placement process. It offers a form of "credentialling." The assistance of employers in the design and content of a certificate can ensure its value and credibility in the business community.

Job Development and Placement

Successful job development and placement is the bottom-line outcome for programs and participants. An understanding of the current and projected needs of business can go a long way in programs designing their training, work experience and placement strategies. Employers are the customers of training services, and must be convinced that these programs and young people can meet their workforce needs.

Common approaches to job development include direct mail, telephone calls, presentations at meetings of business and trade organizations and, most important, personal contact. Use of the media can create awareness and interest, but can be costly unless it is offset by contributions from local advertising agencies.

Skills training programs that are affiliated or linked with an organized union or trade association can provide valuable access to job openings and apprenticeship opportunities in particular trades. Private Industry Councils through their business representatives can provide important assistance in both hiring directly and by encouraging other business colleagues to do the same.

Postprogram Follow-Up

Helping at-risk youth through individual or group follow-up can provide the assurances and confidence they need to work out any initial on-the-job difficulties. Such sessions can also be motivational, providing recognition of success to individuals and encouraging other participants in the program to persevere.

Employers appreciate the program's interest in ensuring that their needs are being adequately met. Employers may also be willing to take more risks with program participants, as long as they feel that they too will get needed support and assistance if there are any problems. Follow-up should diminish over time as the employee stabilizes on the job.

In Conclusion

Helping young people develop employment skills is a broad and complex task. The difficulties faced by vocationally at-risk youth as they seek to make a successful transition into the labor market are serious but, we believe, not intractable.

The program models described in this guide are aimed at correcting deficiencies at their foundations by building the four core competencies that most researchers believe young people must develop to make a successful transition into the labor market. Moreover, these programs are linked to the specific age groups for which they are most appropriate and effective.

While targeting services to specific populations may be a first step, these programs—and other effective strategies—require a solid and flexible *framework* if they are to be effective. The critical element is *matching:* ensuring that the right youth are directed to the right programs at the most opportune times. For this to happen, there must be firm ties between schools, training institutions and community-based organizations, the latter having a crucial role to play in identifying and recruiting key segments of the at-risk youth population, especially out-of-school, unemployed youth.

Put another way, coordination must be viewed as a crucial product of all youth-focused institutions, of equal importance to placements, GEDs and reading scores. Only close and ongoing cooperation among all institutions will ensure that youth are identified, directed to the right sources for the right service, and carefully tracked through the services they receive. Only through such cooperation can gaps and overlaps in services be reasonably addressed and remedied. And only through such cooperation can increasingly scarce funds be employed to best advantage, and the most effective mix of services be provided to the at-risk youth population.

Job training and the whole education system both come into play. Welfare, human services and the criminal justice systems are also key resources. It should be clear too that, while much of the Guide has focused on local actions, the scale of the problem transcends local responses. Federal resources are critical tools in devising effective solutions, and the state role is a vital one. Youth unemployment is a systemic problem, and the solutions too must also be systemic. For local cooperation to be optimal, it must begin at the state level, and state policy and planning must provide consistent incentives for more and better local collaboration.

The Job Training Partnership Act adds to current state-level responsibilities that of setting broad planning guidelines and objectives for the expenditure of job training funds. Besides requiring that 40 percent of these funds be spent on at-risk youth, JTPA provides additional incentives for rationalizing youth policy and fostering cooperation, setting aside eight percent of the state's total allocation specifically for the development of coordination plans and policies. Already having a major, though not always fully utilized, role in setting educational priorities, states now have increasing scope in setting directions for employment and training policy for youth as well and are therefore in a position to forge a key alliance in the youth employment area: that between education activities and job training activities.

This is not a short-term task. Developing a comprehensive policy framework, enlisting the support and cooperation of necessary agencies at both state and local levels, establishing working relationships and funding mechanisms to carry the policy forward, initiating appropriate programs and assessing progress are all processes that may take several years to complete.

But the long-term payoffs are substantial. Measured against the current social costs of youth unemployment, they become even larger. The development of comprehensive and effective policies and programs for youth employability development may indeed be a difficult and long-range goal, but it is an attainable one. If developing and implementing such a policy will not cure all youth unemployment problems, it will at least make them more tractable and less costly, for society at large and most particularly for the hundreds of thousands of youth whose futures as productive citizens are at risk.

Appendix A: Key Legislation Relating to Youth Employability Development

Throughout the employment, training and education systems, there is increasing recognition of the need to develop a more comprehensive approach to services that integrate various funds and activities to meet a wide range of employability needs. Major new legislation allows program operators to maximize flexibility and develop services to meet participant needs. The new mandate is particularly welcome at a time of decreased funding, but it presents major challenges. Different planning cycles, eligibility requirements and bureaucratic systems must be taken into account in coordinating funds and services for high-risk youth.

The purpose of this section is to describe the major federal legislation relating to high-risk youth and to offer tips on accessing both federal and state funds. As with any search for funding, the process requires a program operator to define the problem, identify available funding and the appropriate contact person, request information on funding cycles and requirements for funding, meet funders and let them become familiar with the client population and services, gather evidence of community support and follow up repeatedly.

Job Training Partnership Act (JTPA)

The Job Training Partnership Act (JTPA) is the federal government's largest employment and training program for economically disadvantaged youth and adults. It is administered by the Department of Labor through the states, local Service Delivery Areas (SDAs) and local Private Industry Councils (PICs), which serve as oversight boards. The starting point for accessing JTPA funds is the local Service Delivery Area.

JTPA was effected in 1983 and has permanent authorization, though Congress has amended the Act several times. Unlike its predecessor, the Comprehensive Employment and Training Act (CETA), JTPA gives the states significant oversight, policy and planning roles. Local PICs and SDAs make the decisions on how programs are funded, funding priorities and targeting. Judgments on the success of programs, as the basis of incentive awards to SDAs, are determined by the performance standards, which are set by the state within parameters determined by the Secretary of Labor.

Title IIA is the largest of the JTPA programs, currently funded at approximately $1.8 billion. Of these funds, 78 percent go to local SDAs and PICs, which ultimately decide how the funds are utilized.

JTPA can be a major source of support for youth programs. The law requires that 40 percent of Title IIA funds be targeted to youth aged 14-21 and that high school dropouts and welfare recipients are provided services in proportion to their incidence in the eligible population. Funds may be used for a wide range of services, including remedial education, job search training, basic skills training, occupational skills training and support services. Local PICs may also choose to operate model youth employment programs outlined by Congress (described in section 205 of the Act).

In recent years, the Department of Labor, Congress and others have expressed concern that JTPA is not serving the youth who need help most. DOL has encouraged states and local PICs to focus more on basic skills development, youth competencies and longer-term services for high-risk youth. This a notable change in focus, from short-term job placement activities to longer-term interventions, which is justified in DOL's Youth 2000 Initiative. If a local PIC has chosen to operate only low-cost, placement-driven programs for youth, it is important that the PIC be given more information on youth programs that will have a longer-term impact on employability.

State Education Coordination Grants

A total of 8 percent of the Title IIA JTPA grant to a state is reserved at the state level for the state employment/training agency to coordinate with education. Funds available under this part can be used for literacy training of youth and adults, dropout prevention and reenrollment services for youth, statewide school-to-work transition programs, and provision of education and training, including vocational training, to participants in regular JTPA programs. The 8 percent set aside is an attractive source of funds for program experimentation because normal JTPA cost restrictions do not apply unless a governor chooses to observe them. Furthermore, only 75 percent of participants in these programs are required to be economically disadvantaged. Many states have used the 8 percent funds to leverage basic JTPA programs for high-risk youth. More information on how decisions are made in your state and how your agency can compete for funds is available from the appropriate state department of education.

Summer Youth Employment and Training Program (SYETP)

The summer jobs program has operated for over 20 years and is now included in JTPA. It has an allocation for the summer of 1988 of $750 million, which will decrease to $736 million in 1989. The summer jobs program, which is the nation's largest employer of minority youth, has been refined and improved over the years by Congress, the Department of Labor, and the increased sophistication of local operators. There has been increasing awareness that SYETP has been underutilized as a vehicle for improving the education and employability of disadvantaged youth.

SYETP has until recently provided work experience alone. However, in an effort to produce longer-term impact, local areas must now assess the reading and math levels of all youth who participate in the program, and provide remedial or basic skills instruction along with work experience. Although the summer jobs program operates only during the school break, planning for the summer program is a year-long effort.

Access to the summer program is through the local JTPA office. Now that all local areas must provide for remedial education as well as work experience, but receive no additional funds to do so, local SDA planners are much more responsive to expanding coordination with other programs.

Vocational Education Act

The Carl Perkins Vocational Education Act makes available $800 million annually in federal funds. However, the lion's share of vocational education dollars is provided by the states, though the federal law tends to set trends overall. Federal vocational education as well as JTPA legislation requires coordination activities. The following are highlights of funding priorities. Specific information on educational vocation in your state is available from the responsible state board.

Title IIA Basic Grants are awarded to states to contract with local education agencies (LEAs) or postsecondary institutions that may subsequently contract with community-based organizations. Basic Grant funds are targeted as follows: 22 percent to educationally disadvantaged youth, 12 percent to adults, 10 percent to handicapped individuals, 8.5 percent to single parents and homemakers, and 1 percent to criminal offenders. An additional 3.5 percent must be spent on programs that eliminate sex bias and stereotyping.

Funds may be used for basic literacy instruction, vocational education and skills training, placement services, related supportive services and equipment. Unlike JTPA, there is no requirement that participants meet economic eligibility standards, only that they be educationally disadvantaged.

Title IIB Program Improvement, Innovation and Expansion Grants are awarded to local education agencies and postsecondary institutions that may subcontract with community-based organizations. Funds under this part must be used to expand programs for out-of-school youth, prevocational training and new vocational education programs.

Title III (Special Programs) Part A State Assistance for Vocational Education Support Programs by Community-Based Organizations was created by Congress in order to address vocational educators' concern that disadvantaged youth were not ready for vocational education. Congress was also concerned about the capacity of traditional vocational education to serve high-risk youth, particularly minority and disadvantaged youth. In order to alleviate that concern, this title requires that community-based organizations develop agreements with local schools. Funds may be used for outreach, transitional services from school to work, basic skills and prevocational education, career intern programs and assessment. The goal of the title is to increase participation in vocational education by high-risk students through local partnerships between community-based organizations—which have the capacity to reach, motivate and provide basic skills to youth—and local vocational schools, which have greater capacity to provide specific skills training.

New Provisions in the Elementary and Secondary School Act

The Hawkins/Stafford Elementary and Secondary School Improvement Amendments of 1988 reauthorize and amend Chapter 1, the largest federal education program for improving the education of disadvantaged students.

The amended Act directs new resources to older at-risk youth and establishes several new programs discussed below. Information on funding the new initiatives in your area is available from your state Department of Education.

Even Start

The purpose of this program is to improve the basic skills of teen parents along with those of their children. Under the new Even Start program, the Secretary of Education will make discretionary grants to local programs or states (depending on the level of federal funding made available) for the joint education of educationally disadvantaged parents and their children aged one to seven. Projects can include collaboration between local education agencies and community-based organizations.

Secondary School Programs for Basic Skills Improvement, Dropout Prevention and Reentry

School districts have had the discretion under current law to serve secondary school students, but most districts have targeted only elementary school children. The new amendments specifically target secondary schools. Up to half the new money may be used for dropout prevention efforts, the remainder for improving basic skills attainment among at-risk students. Local education agencies and community based agencies are encouraged to cooperate in these efforts.

Workplace Literacy

A new national discretionary program will support the development of workplace literacy partnerships. The Secretary will make grants to local partnerships of business, industry, labor, PICs, schools and community-based organizations that collaborate on programs to increase the literacy skills necessary for productive work.

Dropout Prevention and Reentry Programs

Funds will be made available through discretionary grants by the Secretary of Education to support a wide variety of dropout-prevention and reentry programs. One-quarter of these programs must involve education partnerships among schools, community based organizations and business; the Act recommends that such groups as PICs, nonprofit organizations, museums and libraries also be included. The amendments require that at least 30 percent of the new programs emphasize dropout prevention, 30 percent seek to recover youth who have already dropped out and 5 percent be administered by community-based organizations.

Independent Living Initiative

This initiative is administered through the Department of Health and Human Services under the Federal Foster Care Program. It receives approximately $45 million in federal support annually.

Congress was concerned that youth in foster care would "age out" of the foster care system without the skills necessary to be self-sufficient. The result was the creation, in 1987, of the Independent Living Initiative. State administrators of public welfare agencies are responsible for awarding funds to assist eligible children over 16 with service programs and activities that will facilitate the transition from foster care to independent living. Specific activities to be funded include education and employment assistance, including remedial education and GED preparation, life skills training, individual and group counseling, and housing assistance. Independent Living programs should be coordinated with those of other federal programs such as JTPA. Information on how Independent Living funds are used in your state is available from your state Office of Public Welfare's foster care department.

Adult Basic Education

The federal government provides $124 million a year to states for adult basic education, whose purpose is to expand educational opportunities and encourage the establishment of programs that provide instruction to educationally disadvantaged adults. Adult Basic Education programs serve out-of-school adults and youth over the age of 16.

State departments of education are responsible for planning, setting priorities and overseeing adult education funds. These programs can be coordinated at both the state and local levels with JTPA programs. Allowable activities include literacy programs, basic and remedial education, GED training and preparation, and vocational training. State departments of education may contract with local education agencies or private for-profit and nonprofit organizations. Information on how adult education funds are used in your state is available from your state department of education.

Juvenile Justice and Delinquency Prevention

Juvenile justice assistance was first authorized both federally and at the state level in 1974 by the Juvenile Justice and Delinquency Prevention Act. Funds are administered through the Department of Justice and state criminal justice planning agencies. Funding has been relatively stable for the past eight years, at approximately $70 million a year.

Most juvenile justice funds are provided by formula grants to states, which are responsible for planning, prioritizing and overseeing the program. Funds and services may also be coordinated with JTPA at the state and local levels.

States may contract with community-based organizations, youth-serving agencies, probation, police, courts and schools to provide services locally. Funds may be used for delinquency prevention, drug and alcohol abuse education, community-based alternatives to traditional forms of treatment or detention, community service restitution and programs for the reduction of school dropouts. Information on how your state is using or coordinating its funds is available from your state criminal justice planning agency.

State Legislative Initiatives

The federal government provides significant funding for local programs for at-risk youth. However, in recent years states have made strides to increase state-based programs for these youth. Over the past eight years, the trend toward "new federalism" has given substantially more responsibility in program planning, priority setting and oversight to governors and state legislators.

Several years ago, states aggressively addressed "education reform," in part as a response to the report "A Nation at Risk." The states' efforts to improve education for all students generally increased requirements and standards and may have been beneficial to many students. However, increased standards had the unintended effect of pushing out youth who were barely hanging on, thus adding to an already severe dropout problem. Therefore, in the past several years, governors and state legislators have adopted policies and started new programs aimed at dropout prevention and recovery. States have also shown leadership in such related program areas as youth conservation corps; welfare reform; drug-, alcohol- and AIDS-related education; support services and day care.

Any search for resources for youth would be incomplete unless state-based activity is included. Many governors' offices have published directories of resources available to help youth in their states. Many state legislatures have Children, Youth and Family Committees with special interest in programs for high-risk youth.

Appendix B: Resources for Youth Employment Programs

Organizations

Center for Human Resources (CHR) Brandeis University, The Heller Graduate School, South Street, Waltham, MA 02254, (800) 343-4705

CHR is a national youth employment clearinghouse with information on exemplary program approaches and research. It provides assistance to a wide audience of policy-makers and practitioners on "what works" in youth programming, based on research in the field. The center's activities include the Youth Employment Information Clearinghouse, the National Youth Practitioner's Network, the Urban Network Project, and the Career Beginnings Program.

Manpower Demonstration Research Corporation (MDRC), Three Park Avenue, New York, NY 10016, (212) 532-3200

MDRC is a nonprofit organization established in 1974 to conduct evaluations and demonstration programs in areas of social policy. The demonstration programs test innovative approaches to increasing the long-term self-sufficiency of actual or potential recipients of public assistance or other government-funded benefits. Its research focused on youth has included the recent Jobstart demonstration project, the National Supported Work Demonstration, Project Redirection for teen parents, Youth Entitlement Demonstration, Comprehensive Opportunities Project, and Structured Training and Employment Transitional Services (STETS) for mentally retarded youth.

Center for Remediation Design, 1015 15th Street, NW, 6th Floor, Washington, DC 20005, (202) 223-5640.

Jointly sponsored by the National Job Training Partnership, National Association of Private Industry Councils, U.S. Conference of Mayors, National Alliance of Business, and the National Association of Counties, the purpose of the center is to provide assistance to local SDAs and others in developing quality remedial education designs in programs for high-risk youth.

National Youth Employment Coalition (NYEC), 1501 Broadway, Room 1111, New York, NY 10036, (212) 840-1801

Composed of the major youth-serving and research organizations, the Coalition provides a forum for networking, information-sharing, legislative and policy discussion and recommendations as appropriate, for organizations that are for the most part competitors in the employment and training arena.

National Alliance of Business, 1015 15th Street, NW, Washington, DC 20005, (202) 289-2910

The Alliance is a business-led, nonprofit corporation established in 1968 to increase private sector training and job opportunities for the disadvantaged and unemployed through public/private partnerships. The Alliance has a history of working with PICs and SDAs in the summer youth programs, and has been involved in assisting interested cities in developing formal business/education collaboratives. The Alliance provides technical assistance through its national office or one of seven regional offices.

Jobs for America's Graduates (JAG), 1250 Eye Street, NW, Suite 303 Washington, DC 20005, (202) 842-4196

Jobs for America's Graduates is a national school-to-work transition program which began in 1980 to provide services to students who had no formal plans for continuing education or training upon graduation and were identified as at risk. JAG currently operates in 50 communities in 14 states. Its objective is to provide job-readiness services to youth through competency-based instruction and an in-school Career Association in order to help students make the transition successfully to work, postsecondary education or military service upon graduation.

70001 Training and Employment Institute, Ltd., 600 Maryland Avenue, SW, Room 500, Washington, DC 20560, (202) 484-0103

See program description on page 42.

Public/Private Ventures (P/PV), 399 Market Street, Philadelphia, PA 19106, (215) 592-9099.

P/PV is a not-for-profit corporation that designs, manages and evaluates social policy initiatives to help young people, especially the hard to serve, become productively employed and self-sufficient. P/PV works with schools, government, employment and training organizations, community-based agencies, foundations and business to find more effective approaches to education, training and employment.

Youth Service America, 810 18th Street, NW, Suite 705, Washington, DC 20006, (202) 783-8855.

A nonprofit organization that serves as an advocate for the national promotion of youth service, YSA also provides technical assistance to existing and emerging youth service programs, provides information and policy guidance for various youth service programs, and publishes *Streams,* a newsletter reporting on national news, trends and information across the youth service field.

Cities-In-Schools (CIS), 1023 15th Street, NW, Suite 600, Washington, DC 20005. (202) 861-0230.

Cities-In-Schools is a national nonprofit corporation established in 1977, following the success of the Rich's Academy program in Atlanta which coordinated needed services for at-risk youth through the public schools. Operating in 23 cities nationwide, the CIS model uses the in-school or alternative school environment to integrate community resources, services and business involvement for at-risk youth and their families.

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Appendix C: A Guide to Identifying Who Is At Risk

Six factors that are strongly associated with youth employment problems can be used to estimate the extent of a community's at-risk youth population. This section discusses these factors and then suggests the data and data sources that a city might identify in its estimation process.

The indicators presented below are not exclusive. There is, no doubt, considerable overlap between the various at-risk groups, which may well fall into several of the categories discussed. Nonetheless, we feel that estimating numbers in each of the categories can be useful in helping service providers identify local youth employment problems.

1. Educational Deficiencies

The proportions of youth in the United States without a diploma and not in school, according to the 1985 Bureau of the Census report, were:

AGE	TOTAL%	WH%	BL%	HSP%
16–17	7.0	7.1	6.5	14.5
18–19	14.3	13.8	17.3	30.6
20–21	13.9	13.4	17.7	27.9
22–24	14.1	13.3	17.8	33.9

Even with a high school diploma, many youth are at risk because they lack the basic educational skills necessary to learn a marketable occupation. Further, youth who are performing poorly in school are at greater risk of dropping out. Research indicates that academic performance in school is positively related to both employment and wages after graduation.[30]

Scores on standardized achievement tests are one way to identify youth in this category: youth scoring at or below the fifth-grade level of competency are generally considered functionally illiterate and at risk in the job market.[31] The sixth-grade level of competency is an important threshold. It is at this level that a person has a base upon which additional reading skill can be self-taught. The sixth-grade level is also the cutoff point for entry into most employment training programs, as well as for enrollment in the GED program.

For out-of-school youth, lack of a high school degree or its equivalent is probably the principal indicator of youth who are at risk. National statistics suggest that dropout youth have roughly twice the unemployment rate of their counterparts who graduate from high school. National statistics also suggest that high school dropouts constitute a major share of chronically unemployed youth. Roughly 50 percent of all long-term unemployed youth—and 60 percent of disadvantaged long-term unemployed youth—are high school dropouts.

2. Behavioral Problems

Another indicator of the size of an area's at-risk youth population is the number of local youth who have exhibited behavioral problems. Youth who are chronically truant from school or who have been arrested for juvenile crimes form a special target population for youth employment and training services. Both truancy and juvenile delinquency are strongly associated with poor performance in school and subsequent problems in the labor market.

3. Race and Ethnicity

Over the last 25 years, minority youth have had consistently higher unemployment rates than white youth, and the discrepancy has been growing. In 1985, the unemployment rate for black 16- to 19-year-olds was 40.2 percent, contrasted with 15.1 percent for their white peers; for 20- to 24-year-olds, the unemployment rates were 24.5 percent and 9.2 percent for blacks and whites respectively.[32] In fact, the unemployment rate for black high school graduates is higher than that for white dropouts.[33]

National statistics suggest that black/white differentials in youth unemployment rates are particularly striking in central city areas, with black rates running over three times white rates. Roughly 60 percent of all black teenagers reside in central cities. Minority youth also have higher dropout rates and lower levels of academic achievement than their white counterparts. Over 36 percent of Hispanic and 21 percent of black 18- to 21-year-olds are without a high school degree, compared to just 16 percent of white youth. A recent study of reading comprehension, conducted by the National Assessment of Educational Progress, found that white students performed significantly above the national average and minority students significantly below the national average at all ages.

4. Economic Status

Poverty-level status is another fairly reliable indicator of the number of local youth who may be having problems in the labor market.

Youth from poverty backgrounds are less likely to be in the labor force, and more likely to be unemployed if in the labor force and to have lower incomes when employed.[34] Sixteen percent of the youth population between 15 and 24 lived below the poverty line in 1986.[35] This rate has increased since the late 1970s. One in five families with annual incomes under $5,000 is headed by a person under 25; these households have an average income level about half that of the average for all families.[36]

Teenagers from disadvantaged families have twice the probability of long-term unemployment as those from families above the poverty line.[37] Moreover, youth from disadvantaged families are much more likely to drop out of school than are their peers. The employment problems of economically disadvantaged youth appear to persist into adulthood. A study using a national sample of families interviewed over time found that youth from poor families have a three in 10 chance of forming a poverty-level family of their own, as compared to a one in 10 chance for youth from non-poverty households.[38]

Youth in AFDC and WIN family caseloads form an important sub-group of the youth poverty population. Because they come predominately from female-headed households with particularly low earnings and employment rates, youth from AFDC and WIN families are probably even more at risk in the labor market than are youth from the general population of poverty-level families.

5. Location in a Poverty Area

Regardless of the economic status of a youth's family, living in a poor section of town can itself contribute to youth employment problems. Neighborhoods in economic decline offer few jobs for youth. Furthermore, youth without work, school or other responsibilities may pressure their peers toward counter-productive behavior. Thus, in neighborhoods with a large concentration of poor families, lack of jobs and peer pressures can combine to place all youth in the area at risk in the labor market.[39]

6. Employment Status

A final indicator in assessing the at-risk youth population is the youth unemployment rate. Caution must be used, however, in trying to relate local unemployment statistics directly to estimates of the population at risk. Many youth included in unemployment figures are just reentering the labor market and are not likely to encounter employment problems. On the other hand, youth with much more serious, long-term employment problems may not be reflected in local unemployment rates because they are discouraged and not even looking for work. Moreover, reliable figures for local youth unemployment are only available for our largest cities and metropolitan areas. Still, in cities large enough to yield reliable estimates, local youth unemployment figures can provide planners additional insight into the extent of the problem in a local area.

Estimating a Local At-risk Population

Indicators	*Data Sources*
Educational Deficiencies	
■ Performance on Standardized Achievement Tests ■ Number of dropouts	Local public school district records on standardized testing; 5 percent Public Use Sample of U.S. Census
Behavioral Problems and Special Needs	
■ Number of truant students ■ Number brought before juvenile court	Local public school truancy records; statistics from Juvenile Probation Office or Family Division of the County Common Pleas Court
Race and Ethnicity	
■ Relative numbers of black, Hispanic and other minority youth in area	For the 30 largest cities, the Bureau of Labor Statistics publishes *Geographic Profile of Employment and Unemployment* annually; for other areas, calculate from Census Reports
Economic Status	
■ Number of youth in poverty-level households ■ Number of youth in AFDC households ■ Number of youth living in poverty areas ■ Number of youth-headed households	General Census statistics; 5 percent Public Use Sample; special tabulations can be done by university computer science departments for local areas
Location in a Poverty Area	
■ Number of youth in Census tracts with 20 percent or more families below the poverty line	Identify Census tracts, calculate the total population and multiply by the proportion of youth citywide
Employment Status	
■ Unemployment figures ■ Inactivity rates	Bureau of Labor Statistics, *Geographic Profile of Employment and Unemployment*

Appendix D: Job Training Partnership Act Performance Standards Program Years 1988 and 1989

Section 106 of JTPA directs that the Secretary of Labor establish performance standards for service to adults and youth under Title IIA. The purpose of performance standards is to establish measures for determining whether the basic objectives of the Act—increased earnings and employment, and reduced welfare dependency—are being met. These standards are set every two years, and are based on recent experience and performance under the Act. The secretary also establishes the parameters within which governors may vary standards for Service Delivery Areas (SDAs) based on local economic factors, the characteristics of the population to be served and the types of service provided.

This section outlines the performance standards established for the 1988 and 1989 program years (PY) beginning July 1, 1988. The key reference in this section is the March 7, 1988 *Federal Register.* For purposes of this Guide and its focus on youth employability, this section also addresses the significance of the new Youth Employability Enhancement Rate performance standard for youth employment programming.

The original JTPA regulations promulgated seven performance measures that have remained unchanged, though the numerical standards are revised every two years. Five new performance measures became effective July 1, 1988, and reflect congressional and DOL concern about the lack of intensive training and services, as shown by under-expenditure of funds to serve high-risk populations, particularly youth. In devising the new standards, the Department had four goals:

- Increased services to individuals at risk of chronic unemployment, particularly youth.
- Provision of training that leads to long-term employability.
- Increased basic skills and youth employment competency training.
- Implementation of postprogram performance measures.

Performance standards are set with the intent that approximately 75 percent of the SDAs are expected to exceed them. Moreover, it has been suggested that SDAs, because of the performance measures, have concentrated services on the most job-ready. That also has the effect of raising actual performance above the standards set by DOL.

The following chart presents the 1988 and 1989 program years' standards and a comparison with 1986 standards and actual performance. The five new performance measures are starred.

	National Standards		*Average Performance*
Measures	**PY 88–89**	**PY 86–87**	**PY 86**
ADULT			
Entered Employment	68%	62%	73%
Cost per Entered Employment	$4,500	$4,374	$2,959
Average Wage at Placement	$4.95/hr.	$4.91/hr.	$5.07/hr.
Welfare Entered Employment Rate	56%	51%	64%
YOUTH			
Entered Employment Rate	45%	43%	53%
*Employability Enhancement Rate	30%	NA	33% +
Positive Termination Rate	75%	75%	81%
Cost Per Positive Termination	$4,900	$4,900	$2,425
POSTPROGRAM			
*Follow-up Employment Rate	60%	NA	66%
*Welfare Follow-up Employment Rate	50%	NA	55%
*Average Weeks Worked in Follow-up Period	8	NA	9
*Average Weekly Earnings of All Employed at Follow-up	$177	NA	$191

Youth Employability Enhancement Rate

The Youth Employability Enhancement Rate should be seen as an integral part of the youth employment competencies system. The Youth Employability Enhancement Rate is determined by calculating the number of youth who attained one of the employability enhancements, whether or not they also obtained a job, as a percentage of the total number of youth who terminated. Youth Employability Enhancements include:

- Attaining a minimum of two of the three PIC-recognized youth employment competencies (pre-employment/work maturity skills, basic education skills and job-specific skills). This standard will not go into effect until PY 89 due to concerns about the development and implementation of quality programs.
- Entering non-Title II training.
- Returning to full-time school.
- Completing a major level of education.
- Completing program objectives (14- to 15-year-olds).

The requirement that youth attain at least two competencies will increase the pressure on SDAs to provide more comprehensive and long-term services to youth. Where they lack what DOL terms a "sufficiently developed" youth employment competency system, or where they do not offer basic education or job-specific skills, SDAs may have difficulty meeting the adjusted standard. Seven elements of this "sufficiently developed" system—fairly consistent with the areas which have been outlined in the Guide's program-level activities section—are (1) quantifiable learning objectives, (2) related curricula, training modules and approaches, (3) pre-assessment, (4) post-assessment, (5) employability development plans, (6) documentation and (7) certification.

DOL has redefined and tightened requirements regarding attainment of youth employment competencies. Until now, local SDAs have had latitude to develop their own set of activities in each of the competency areas, to be approved by the local PIC. The new performance standard is much more rigid in the areas of pre-employment skills and work maturity, where at least one competency measure must be developed for each of the 11 core competencies outlined by DOL. These competencies are making career decisions, using labor market information, preparing resumes, filling out applications, interviewing, being consistently punctual, maintaining regular attendance, demonstrating positive attitudes and behavior, presenting appropriate appearance, exhibiting good interpersonal relations and completing tasks effectively. Five of the 11 competencies must be attained through program intervention, while a participant must show demonstrated ability in all 11.

Collection of more detail on competency attainments is intended to provide valuable information and guidance to the Department of Labor and Congress for improving youth programs and performance measures. Although the intent of the law has been to provide maximum state and local flexibility in providing needed programs and services to the disadvantaged, the new performance standards raise some questions in this regard. Congress clearly needs a better understanding of the results and long-term impact of JTPA dollars. At the same time, new requirements could have an adverse impact on the use of resources and staff to provide other needed services to participants.

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Public/Private Ventures
399 Market Street
Philadelphia, PA 19106-2178
215/592-9099

MALISH + PIVEN